REPORT

ON

INDIAN LABOUR EMIGRATING

TO

CEYLON AND MALAYA

BY

N. E. MARJORIBANKS, Esq., I.C.S.

AND

The Hon'ble Khan Bahadur

A. K. G. AHMAD TAMBI MARAKKAYAR, Sahib Bahadur.

MADRAS:

PRINTED BY THE SUPERINTENDENT, GOVERNMENT PRESS.

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N. E. MARJORIBANKS, Esq., I.C.S., and
The Hon'ble Khan Bahadur A. K. G. AHMAD TAMBI MARAKKAYAR, SAHIB BAHADUR,

Special Officers for Emigration Enquiry,

To

The SECRETARY to the GOVERNMENT of MADRAS,
Home (Miscellaneous) Department.

Dated Madras, the 18th February 1917.

Sir,

With reference to G.O. No. 281, Home (Miscellaneous), dated 3rd November 1916, we have the honour to submit herewith our report on the methods of recruiting and conditions of Indian labour on the Estates in Ceylon and Malaya.

We have the honour to be,
Sir,
Your most obedient servants,

N. E. MARJORIBANKS,
A. K. G. AHMAD TAMBI MARAKKAYAR,
Special Officers for Emigration Enquiry.

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REPORT ON INDIAN LABOUR EMIGRATING TO CEYLON AND MALAYA.

PART I—CEYLON.

I. Introductory.—We visited Trichinopoly on the 16th and 17th November, inspected the depot of the Ceylon Labour Commission and obtained much useful and interesting information from Mr. Bowden, the Labour Commissioner. On the 18th, we inspected the Ceylon Government Quarantine Camp at Mandapam and also the new Quarantine Camp in process of erection at Maricairpatnam, 2 miles from Mandapam. On the 19th, we left for Colombo, where on the 20th we called at the Secretariat and at Queen's House and also saw the Chairman of the Plague Committee who is in charge of the Quarantine and Immigration Department. On the 21st, we inspected the Quarantine Camp at Ragama. On the 22nd, we had an interview with the Honourable the Colonial Secretary. On the 23rd and 24th we remained in Colombo making enquiries and arranging our programme of tour and inspections. On the 24th evening, we proceeded to Kandy, where, on the 25th, we saw the Secretary and one of the members of the committee of the Ceylon Planters' Association who gave us every assistance in arranging for our visits to estates. On the 26th, we visited an estate in the Kandy (Wattegama) district. On the 27th, we visited an estate in the Kurunegala district. On the 28th, we visited the party of the International Health Commission of the Rockefeller Foundation working on the investigation of Anchylostomiasis at Matale and on the 29th, we visited the Chairman of the Planters' Association, Mr. J. Graeme Sinclair, at his estate at Tillicoultrie in the Dimbula planting district. On the 30th, we returned to Colombo, whence on the 1st December we visited an estate in the Hanwella planting district. We also visited the estate of a prominent Indian gentleman who had welcomed us by telegram. We found, however, that the Superintendent had received no intimation of our visit and, as he told us there were only eight Indian labourers employed on the estate, we did not go over it. On the 2nd, we visited an estate in the Kegalla district. On the 4th, we visited an estate near Ratnapura. On the 5th, we visited the Avisavella Police Court and had an interview with the Magistrate and also with Proctor Mr. Rajanayagam, who is a constant writer to the Ceylon newspapers on labour matters. On the 6th, we visited an estate in Kalutara district. On the 7th, we had an interview with the President and Secretary of the South Indian Association and with the Hon'ble Sir P. Arunachellum at the office of the Social Service League. On the 8th, the Hon'ble Mr. Ahmad Tambi Marakkayar left for India to make some enquiries regarding the methods of professional recruiters, while Mr. Marjoribanks remained till the 13th in Colombo, getting statistical and other information from the Principal Medical officer, the Registrar-General, the Director of Education and other official and non-official sources.

2. Our visits to most estates involved a journey by motor car of 25 miles or more, a great part of which lay through plantations of tea or rubber; and we made it a practice to stop *en route* and enter into conversation with the groups of labourers we saw working near by, our object being not so much to elicit any definite information as to obtain an idea as to their general well-being and contentment. On the estates, we saw the lines, hospital or dispensary, school, if any, factory, conversed with some of the labourers and in the estate office examined the check rolls and debt accounts. All superintendents spared no pains to afford us all the information and assistance in their power. And our thanks are due to them, to Mr. Bowden, the Labour Commissioner at Trichinopoly, and to the Chairman and the Secretary of the Planters' Association for all the trouble they took.

3. We are also indebted to the Hon'ble Mr. Bowes, C.M.G., the Chairman of the Plague Committee, the Hon'ble Dr. Rutherford, Principal Civil Medical officer, Mr. Kindersley, the Registrar-General of Vital Statistics, and Mr. Garvin, the Solicitor-General, for their readiness in supplying us with information and statistics. The Ceylon Government kindly gave us free railway passes and copies of the official administration reports.

II. Strength and distribution of the labour force and its sufficiency to meet the demand.—4. There has been a constant movement of labourers to and fro between India and Ceylon for very many years. The latest edition of Ferguson's Directory available at the time this report was written gives the numbers of arrivals and departures annually from 1855 to 1913. These figures are taken from official reports published in Ceylon and are reproduced in the Appendix (Appendix I) for convenience of reference together with the figures for 1914 and 1915 taken from the official report on Immigration and Quarantine. For years previous to the introduction of the tin ticket system (see paragraph 19 infra) and its general adoption in the case of estate labourers, the figures (immigrants into Ceylon) include third-class passengers other than labourers. As regards departures from Ceylon, also, strict accuracy cannot be claimed, as explained in paragraph 8 below. During the first thirty years of this period, coffee was the chief and practically the planters' only staple product. In 1878, coffee reached its zenith and 275,000 acres were under this product, while tea occupied only 4,700 acres. From that year coffee began to be abandoned in increasing degree and the tea began to take its place. This is reflected in the migration figures which show a steady excess of arrivals over departures from 1855 to 1878 (excepting only 1859 and 1875). The great famine of 1876–77 led to an abnormal amount of immigration into Ceylon in those years, but the decline of coffee and the good seasons in Madras that succeeded 1879 caused an annual excess of departures from Ceylon over arrivals up to 1886. Thereafter the expansion of the area under tea redressed the balance which has been ever since in favour of the Island except in 1899 and 1907. The area under tea was 102,000 acres in 1885; 305,000 acres in 1895, reached 384,000 acres in 1900 and varied about that figure till 1910 since which year it has again been increasing and is now put at about 426,000 acres. Coffee has now practically disappeared. But rubber which covered about 750 acres in 1898 increased very rapidly during 1905 to 1909 from 40,000 acres to 184,000 acres and is now estimated to cover 240,000 acres, of which perhaps 200,000 acres are in bearing. Other plantation products are cocoa, cocoanuts and cardamoms; but in considering the field of employment for Tamil immigrant labour, it is practically sufficient to regard only tea and rubber, as most of the area under other products is worked with Sinhalese labour.

5. According to the census of March 1911 there were on 1,833 planting estates * in Ceylon 358,040 immigrants from India of whom 355,459 were from the Madras Presidency. There were in addition employed on these estates 89,185 Indian Tamils and 924 Indian Moors (Muhammadans) who had been born in Ceylon. The total Indian labour force employed in 1911 may, therefore, be put at 448,149, of which 239,111 were males and 209,038 females. The total Tamil labour force was 440,302, of whom 234,594 were males and 205,708 females. Besides Indians, there were employed on estates in 1911, 38,499 Sinhalese, 19,465 Ceylon Tamils, 4,045 Europeans, Eurasians and Burghers, and 3,309 Ceylon Moors (Muhammadans), Malays and others, making a total estate population of 513,467.

6. Since 1911, there has been a considerable accession to this labour force by immigration from India. Some labourers, no doubt, return to India permanently after either making money or finding the conditions unsuitable, but very many return to Ceylon after brief visits to their relatives and often bring their families with them. This is borne out first by the replies of labourers questioned by us in the Labour Commission's Depot at Trichinopoly and at the Quarantine Camps at Mandapam and Ragama; secondly, by the fact that a large proportion (about 40 per cent) of the labourers going to Ceylon through the Labour Commission

* An "Estate" is defined in section 3 of Ordinance No. 13 of 1889 to mean any land in which labourers are employed and of which ten acres or more are actually cultivated.

during the last few years is composed of persons who have been in the Island before. Of the 80,383 labourers despatched to Ceylon through the Labour Commission in 1915 (and these comprised 84·7 per cent of the total labourers who went to Ceylon in that year) only 59 per cent were registered as new to Ceylon. Further, the percentages of men, women and children among the arrivals for 61 years are 73·45, 16·75 and 9·80 respectively; comparing this with the proportion of males and females among the Tamil labour force in 1911 (234,594 males and 205,708 females) it is evident that a low proportion of women among each year's immigrants does not necessarily mean a low proportion of women in the resident immigrant population. The men return after a time and go back again with their womenfolk in many cases, thus getting counted twice over. The women more often settle in their new homes and their daughters grow up, marry and settle there too. Thus in course of time the inequality in numbers between the sexes tends to disappear.

7. The net accessions to the labour force since the beginning of 1911 by excess of immigrant labourers over emigrant labourers were as below:—

Year.	Number of coolies.
1911	38,620
1912	39,635
1913	29,980
1914	29,631
1915	56,530
Total	1,94,396

The births and deaths among the Indian portion of the estate labour force during these five years in the eleven districts that comprised in 1911, 507,667 out of the total estate population in the Island of 513,467 were as below omitting the figures for Sinhalese, Europeans, Burghers and Malays:—

Year.	Births.	Deaths.
1911	16,023	18,901
1912	15,994	19,462
1913	17,256	18,758
1914	18,946	21,049
1915	18,479	15,863
Total	86,698	94,033
Excess of deaths over births	7,335	
Net addition to the labour force	187,061	

NOTE.—The figures in this paragraph are taken from the annual reports of the Registrar-General of Vital Statistics.

8. The whole of this addition to the labour force has not, perhaps, remained on the estates. A certain portion may have gone from the estates into the towns or on to Government works such as the railway or roads or irrigation works. There has also been some error in the enumeration of labourers returning to India in recent years as only those passengers have been reckoned as labourers who travelled at the concession rates allowed on the railway to estate labourers. It is said that the advantage given by these rates not being very great, some labourers have not availed themselves of it. "Bolters", i.e., labourers who leave their employers without giving the one month's notice required by law, do not generally return to India, at all events immediately, but generally find employment with another estate or in the towns or in Government works. If a deduction of about 50,000 be made to allow for employment elsewhere than on estates and for any error in the figures of those returning to India, and if some addition is made on account of the immigration in 1916, the estate Indian population may probably be safely estimated to number now not less than 600,000 persons, of whom some 125,000 or more have been born in Ceylon.

9. The total immigrant Tamil population (immigrants and their descendants) of Ceylon in 1915 is estimated by the Registrar-General at 628,300. It thus

appears that the great bulk of the Tamil immigrant population is employed on estates. The indigenous Tamil population is estimated to number 612,100. Most of these people live in the north and north-east of the Island.

10. The distribution of the estate labour force in 1911 with reference to the labour needs of each district is important as an indication of the strength of the competition for labour which has for some years been the cause of labour troubles in the Island. It has also an important bearing on the vital statistics for estate districts published by the Registrar-General which statistics will be discussed later. The following statement shows for the eleven administrative districts that comprise much the greater part of the whole planting area :—

(1) the present estimated area under tea and rubber,
(2) the Indian estate population in 1911, and
(3) the estimated adult estate labour population that would be adequate for the working of the area.

District.	Estimated area under cultivation in estates in 1915.			Estimated adult labour population required for working the area in column (4).	Indian immigrant population on estates in 1911.	Total estate population of all races in 1911.	Estimated adult labour population available on estates in 1911.	Percentage of column (8) to column (5).
	Tea.	Rubber.	Total of columns (2) and (3).					
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)	(9)
	ACS.	ACS.	ACS.					
Kandy	104,634	15,765	120,399	83,700	130,426	147,738	88,600	105·8
Matale	19,600	30,500	50,100	24,900	28,855	31,186	18,700	75·1
Nuwara Eliya ..	129,353	..	129,353	97,000	90,115	100,393	60,200	62·1
Badulla	65,255	10,873	76,128	52,600	66,344	71,957	43,200	82·1
Ratnapura	29,500	27,000	56,500	31,100	24,389	30,455	18,300	58·8
Kegalla	40,201	46,781	86,982	45,700	55,338	62,518	37,500	82·1
Colombo	749	7,523	8,272	3,100	10,501	13,377	8,600	258·1
Kalutara	15,676	53,521	69,197	29,600	24,510	30,768	18,500	62·5
Galle	13,565	..	13,565	10,200	3,216	6,295	3,800	37·2
Matara	7,368	1,040	8,408	5,900	2,410	3,191	1,900	32·2
Kurunegala ..	915	5,460	6,375	2,500	5,908	9,789	5,900	236·0
All estates	426,816	198,463	625,279	386,300	442,012	507,667	304,600	78·9

11. The figures in this statement and the inferences they suggest must be limited and modified by several considerations. The areas under tea and rubber are taken from the Ceylon Blue Book for 1915. But it is doubtful whether areas of mixed tea and rubber have been included. The figures for Colombo and Kurunegala districts do not seem correct, i.e., they appear to exclude estates which according to the list in the census report were situated in those districts in 1911. Possibly there has been some alteration of district limits subsequent to 1911.

Next, three labourers are taken as necessary for every four acres under tea, and one labourer for every three acres under rubber. But, of course, conditions vary. We have been sometimes told that one labourer per acre of tea is necessary and that where rubber has been more thickly planted than 100 trees to an acre more labourers than one to three acres will be necessary till it is thinned out. Lastly, we have taken 60 per cent of the estate population as working labourers. The census figures show that 33 per cent of the estate population is either under 15 years of age or over 60 years of age. Further, a small percentage comprises the superintendents, conductors, kanganies, clerks and factory hands. Many children under 15 earn wages plucking tea or gathering scrap rubber: on the other hand, there is a varying but considerable proportion of the labour force that does not turn out to work every day either through illness or disinclination to work.

12. According to the estimate of the Registrar-General's Department in 1915, the total estate population was in that year 652,850. Sixty per cent of this is 391,710; this figure barely covers the estimated number of labourers required, viz., 386,300, even supposing all to work regularly.

The district figures indicate that, some few years back, the greatest shortage was in the low country districts most recently opened up, viz., Ratnapura, Kalutara, Matara and Galle. It is not unreasonable therefore to suppose that most of the immigration since 1911 has been either directly or indirectly to these low country areas and that the estate Tamil population on these areas is probably considerably greater now than it was in 1911.

Making all allowances for the imperfect data available, it is doubtful whether the supply of estate labour is yet adequate to the demand and it is clear that, a few years back, the shortage must have been great and unevenly distributed.

III. System of recruitment and organisation of labour, kangany system, indebtedness of the labourer, his legal status, system of advances and "tundu", discharge ticket.—13. The Indian labour force on an estate in Ceylon consists, not so much for the purposes of supervision in respect of their actual work in the field as for general control and management, of several gangs of varying size up to 25 or 30 persons, each of which gangs is under a headman, himself an Indian immigrant, called a kangany. On small estates there may be only one kangany. On large estates there may be several kanganies who are under one or more head kanganies. The kangany (or sub or sillara-kangany as he is sometimes called) supervises the work of his gang in the field. If the gang is a small one, he himself also works as a labourer. The head kangany practically controls all the domestic affairs of his gang; he settles their disputes and deals with all minor complaints and grievances: except in regard to the payment of wages, he is the intermediary between the estate superintendent and the labourers in all financial matters. He sees that the labourers turn out to work, and it is his legal duty (Ordinance 9 of 1912, section 13) to report all cases of illness in the lines to the superintendent. A head kangany is usually paid a salary as an overseer and in addition (by the estate) 2 cents per diem for every labourer that turns out to work. The sub-kangany, in addition to any wages he may get as a labourer, is paid (by the estate) 3 or 4 cents per diem for every labourer in his gang that works.

14. To obtain additional labourers from India (or "the Coast" as the term is in Ceylon) the estate superintendent sends either a kangany or some suitable man from among his labourers to recruit with money or an order on the Ceylon Labour Commission at Trichinopoly (see paragraph 21). The recruiting kangany or labourer (now in the way to become a kangany himself) usually has to pay some money on account of the intending emigrant. This sum together with the amount of the emigrant's travelling expenses and food till he reaches the estate in Ceylon forms the debt with which each labourer starts life in Ceylon. Often a kangany does not himself go to India to recruit, but remits money obtained for the purpose from the estate to his relatives who recruit for him and despatch the emigrants to the estate. Thus an old kangany gang grows or a new kangany and his gang come into being.

15. The method of remunerating the recruiter varies. Some estates pay a bonus of Rs. 5 to Rs. 10 to the kangany after the labourer has remained on the estate a given time, usually six months to a year. Others pay the kangany an additional advance for himself. Other estates pay nothing and consider the kangany's commission to consist in the "head money (2 cents for a head kangany and 3 or 4 cents for a sub-kangany) he receives for each day that the labourer works.

16. In theory, the kangany system is supposed to be "patriarchal", i.e., the kangany is supposed to be the senior member of a family group composed of his personal relatives to whom may be added other families from villages in India in the locality to which he and his relatives belong. On this theory was based the practice of the estates holding the kangany, and of his holding the other members of his gang, responsible for the debt of members who died or absconded. The advantages of such a system of recruitment and joint responsibility are that there is no possibility of the labourer's being deceived or entrapped into emigrating, that the members of the gang are all interested in seeing that each individual member works, and that the estate management is saved a great deal of time and trouble by having to deal only with the kangany.

17. During the coffee period, the facts did perhaps largely coincide with this theory. The gangs of labourers came from India under their kanganies for the coffee season and most of them returned each year to do harvest work in their own villages. Their preliminary expenses and travelling charges were covered by advances. During the months they worked in the estates, they were given their rice and some small amount of cash for their necessary expenditure. At the end of the season, they received the balance of their wages in a lump sum less the amount of their advance. Did an estate find that it had more labourers than it required, the superintendent issued a *tundu*, i.e., an undertaking in writing to discharge so many labourers on receipt of the amount of their outstanding advances. The kangany armed with this would then find employment for the labourers on any other estate that might be short of labour. The labourers' account with the first estate would then be closed and their account with the new estate would be settled at the end of the season.

18. With the coming of tea cultivation and the employment of labour thereon all the year round, changes gradually came about. Instead of a periodical settlement and a renewal of advances, advances tended more and more to run on year after year and an increasingly larger proportion of labourers began to settle in Ceylon. The expansion of the area under plantation, first under tea and then under rubber, led to great competition for labour. Large advances and payments to recruiters were freely offered. The labourers recruited by a kangany ceased to consist only of his relatives and fellow-villagers, and comprised anybody the kangany could induce to emigrate either through his own endeavours or through the agency of a professional recruiter. Some estates employed, as recruiters, persons in India who had no other connection with their estates, i.e., practically, they employed the professional recruiter directly. Often persons unsuited or unfit for agricultural work were in this way brought to an estate, where they earned little and from which they sooner or later deserted to find their way back to India as best they might. Of the large advances, the general opinion is that the greater part went to professional recruiters or remained in the pockets of the kangany and that the fraction paid to the labourer himself was small. At the same time, many witnesses of experience before the Ceylon Labour Commission of 1908 were of opinion that the kanganies successfully induced the labourers to accept responsibility for the whole or greater part of the advance, though they had actually received only a small part thereof. Thus the labourer's debt increased. It was further and largely increased by an increased resort to the system of transfer by *tundu*. Kanganies took advantage of the urgent demand for labour and its shortage to extract further advances from the superintendents. If they were refused, he demanded a *tundu* for himself and his gang, and, on the strength of this *tundu*, got employment at a higher advance on another estate needing labour. For example, if the debt due (through the kangany) to an estate by each labourer of a gang of, say, 20 averaged Rs. 30, the kangany might ask for Rs. 10 more per head. If he got it, the debt against each labourer would be Rs. 10 more in the books of the estate, though the extra Rs. 10 might not all, or any of it, reach the labourer. If the kangany was refused the further advance, he would demand and get his *tundu* for himself and the 20 labourers, the total debt being put down at Rs. 600: and he would hawk this round till he got a superintendent to give him, say, Rs. 750. Of this, Rs. 600 would go to the superintendent of the first estate who would thereupon discharge the kangany and his gang of 20 labourers, and the balance of Rs. 150 would be taken by the kangany ostensibly to give to the labourers; but, whether it reached them or no, their debt in the books of the new estate would now average Rs. $37\frac{1}{2}$ ($750 \div 20$).

19. Various measures have been taken to reduce the cost of importing labour (and incidentally the amount of the labourers' initial debt). About fifteen years ago, the Ceylon Government introduced the "tin-ticket" system. These tickets are little discs of tin punched with a letter and two numbers. The letter denotes the district, the first number is the number of the estate in the official register of estates and the second number is a serial one to denote the particular labourer for whom it is used. These tickets may be purchased at any Government kacheri in Ceylon by an estate superintendent at Rs. 2·50 per hundred. The superintendent

may give them to his recruiting kangany or send them to the Ceylon Labour Commissioner at Trichinopoly (see below paragraph 21). The kangany or the Commissioner gives one to each labourer proceeding to that particular estate and on the arrival of the labourer at the Ceylon Government Quarantine Camp at Mandapam or the Ceylon Government Camp at Tataparai, the labourer presents his ticket to the camp superintendent and he is thereupon entered in a register and neither he nor the kangany has to make any further payment in cash on account of either food or transit charges from either camp to the estate. All these charges are borne in the first instance by the Ceylon Government and the cost of transit (railway and steamer fare) is, at concession rates, subsequently recovered from the estate and also half the cost of the food charges of the labourer in the quarantine camp and on the subsequent journey. The other half of the cost of feeding is borne by the Ceylon Government who also defray all the other expenses of the quarantine camps.

20. The great majority of the labourers going to Ceylon at present are quarantined at the Ceylon Government camp at Mandapam. The quarantine is for six days. All who do not bear marks of recent vaccination are vaccinated and all cases of contagious or infectious disease are not allowed to proceed. The clothes and effects of all labourers are also disinfected. The camp at Tataparai is not a quarantine camp but is intended to provide a halting place outside Tuticorin, pending shipment to Colombo, for those coming from Tinnevelly district and other localities to which Tuticorin is nearer than Mandapam. From Mandapam after the quarantine period is over, the labourers proceed viâ Dhanushkodi and Talaimanaar in charge of special peons to the railway stations nearest their respective estates which are advised by telegram of their coming. From Tuticorin the immigrants from the Tataparai camp are sent by steamer to Colombo whence they are taken straight from the steamer by train to the quarantine camp at Ragama, a short distance from Colombo; and from Ragama after the quarantine period is over they are sent to the railway stations nearest their estates.

21. To further limit advance expenses, to avoid the necessity of placing money in the kanganies' hands before they leave for India and to watch and control the operations of kanganies generally, the Planters' Association of Ceylon in 1904 established the Ceylon Labour Commission at Trichinopoly. This Commission is directly under the control of the Coast agency committee of the Planters' Association and is managed in India by the Commissioner, who is a Ceylon planter and who has a number of European and Indian assistants. At the inception of the Commission, a portion of the cost was paid by the Government of Ceylon, but this was withdrawn when the usefulness of the institution was established and the great majority of the estates agreed to pay a cess for its upkeep. This cess is at present 40 cents per cultivated acre. The Commission has in India 29 agencies grouped in four circles:—

Head-quarter circle.	Salem circle.	Madura circle.	Arcot circle.
Trichinopoly.	Salem.	Tataparai.	Madras.
Manaparai.	Musiri.	Tinnevelly.	Polur.
Karūr.	Turaiyur.	Madura.	Katpadi.
Perundurai.	Namakkal.	Mandapam.	Arkōnam.
Tanjore.	Atur.	Dindigul.	Villupuram.
Arantangi.	Kuppam.	Rāmnād.	Chingleput.
Pudukkōttai.	Nanjungode.		
Palghat.			

Forwarding agencies Dhanushkodi and Colombo.

Of these, Colombo and Dhanushkodi are merely feeding places for labourers who are returning from Ceylon. Mandapam and Tataparai agencies are situated in the Ceylon Government camps. Each circle is under the control of a European officer who makes periodical inspections to see that the rules of the Commission are carried out; the agencies are also inspected by the Commissioner and his deputy from Trichinopoly. Besides controlling recruitment in the manner described below, the Commission advertises the advantages of employment on estates in Ceylon by means of handbills and leaflets in the vernacular and by

magic lantern shows. They also trace and attempt to recover advances from kanganies and labourers who have left estates and returned to India without paying their debts.

22. The recruiting kangany from an estate that subscribes to the Commission brings from his estate to the Labour Commission at Trichinopoly an order in the form printed as Appendix II (3) duly filled in. The estate superintendent at the same time sends to the Commissioner by post the form printed as Appendix II (2) duly filled in. The form printed as Appendix II (1) the superintendent retains as counterfoil. It will be seen that the order authorises the Commission to place a preliminary advance in the hands of the kangany and to pay him a further sum (also called advance) for every adult recruit brought in. The preliminary advance is at once paid to the kangany who is at the same time given a recruiting certificate in Tamil (form printed as Appendix III) in which particulars as to wages and terms of employment are filled in from form 3 (Appendix II). The kangany then proceeds to recruit, and when he gets recruits he takes them to the nearest agency of the Commission. They are not detained there longer than is necessary for the agent (an Indian) to scrutinise them and see that they are persons suitable for estate work or are the dependants of such persons, that they understand where they are going and that, there is no reason to suspect that the law against kidnapping or abduction has been infringed by their recruitment. Boys under 14 and girls under 16 are not accepted unless accompanied by their natural guardians or the written consent of such guardians certified by the village munsif is produced. The accepted recruits are, as a rule, sent on by rail the same day direct to Mandapam or Tataparai if the agency is south of Trichinopoly, or viâ the Trichinopoly cooly camp if the agency is to the north of Trichinopoly. At the camp at Trichinopoly, coolies are kept only the day and sent on every day in reserved carriages to Mandapam. The object of this arrangement is to notify the quarantine authorities of the number they may expect. There are qualified Medical officers of the Ceylon Government in medical charge of the camps at Mandapam and Tataparai but no detailed medical examination of intending emigrants is made. As stated above those suffering from any contagious or infectious disease are not allowed to proceed. Any emigrant refusing to proceed or whose relatives come and persuade him to return is allowed to leave the quarantine camp at once. In 1915, 712 coolies returned from the Mandapam camp in this way, while 89,953 proceeded to Ceylon. Of these 80,383 went under the care of the Labour Commission.

23. The number of kanganies who presented their credentials at the agencies of the commission during the three years 1913, 1914 and 1915 was 27,723, 20,591, and 21,447 respectively. The total number of labourers registered to proceed to Ceylon (excluding kanganies) was in these years 75,605, 54,217 and 64,993 respectively. Not all kanganies are successful in obtaining recruits. On a rough average therefore it may be estimated that each successful recruiter recruits three or four labourers in a year.

24. Full details as to name, parentage, sex, age, residence, caste, kangany and estate to which the labourer is proceeding are registered and maintained by the Labour Commission who undertake, if applied to, to trace in Ceylon and communicate with the labourers on behalf of their relatives in India.

25. Recruiting kanganies usually proceed to the estate with their labourers. How much, if any, of the whole sum advanced to a kangany is to be treated as remuneration for recruiting, and how much is to be debited to the labourer as paid directly to him or as expended on his behalf, and what balance, if any, is to be debited to the kangany, are matters that have to be settled between superintendent, kangany, and labourer on arrival at the estate. The labourer executes a promissory note to the Labour Commission only for such sums as are paid directly into his hands in accordance with the instructions on the form in Appendix II (2). But the labourer may admit receipt or the payment on his behalf of other sums by the kangany, and these will also be debited to him in the books of the estate. In addition there will be debited against him the cost incurred in railway fares and food for him by the Labour Commission, and in railway and steamer fare and food for three days in quarantine by the Ceylon Government as these charges are recovered from the estate.

26. Practically all emigrant labourers to Ceylon now travel on tin-tickets but there are a certain number of estates (about 15 per cent of the whole number in the island) do not subscribe to the Ceylon Labour Commission. In their case their recruiting kanganies are practically under no control in India. In 1915, 14,426 labourers including kanganies went to Ceylon otherwise than through the Commission. There is reason to believe that some estates, who do not use the Commission, do not send recruiters from their estates either but send tin-tickets direct to professional recruiters in India.

27. It will be seen that the tin-ticket system and the operations of the Labour Commission, though calculated to reduce to a minimum the cost of food and transport and to provide a safeguard against embezzlement of advances by the kangany, do not prevent the labourers being saddled with comparatively large debts. Various further attempts have accordingly been made by combination amongst the planters to limit advances and curtail the indebtedness of the labourer. Many estates early realised that the labourers were at the mercy of the kanganies in the matter of their indebtedness: and though, strictly speaking, the advance of the estate is to the kangany, and not to the labourer direct, these estates have for years kept an account of the indebtedness of each labourer as rendered by the kangany and as admitted by the labourer. But this did not suffice to prevent the labourer accepting as debits sums he had never got: nor his exploitation on the *tundu* system. A Planters' Labour Federation was accordingly formed in 1911. Under the rules of the federation, the superintendent has to keep separately an account of the debt of each kangany and labourer. He must specify on any *tundu* he may issue the registered debt on his books and no more: and a federated estate taking on labourers is prohibited from paying more than the amount entered on the *tundu.** To limit the initial debt at recruitment, the rules of the federation declare that the amount to be issued on account of each labourer newly recruited shall not exceed Rs. 15 per head and that all new labourers from India shall be landed on estates free of charge to them other than for cash paid into their hands, provided they work for one year on the recruiting estate; that is to say, the expenses of recruitment including travelling and food, but excluding any sum paid to the labourer himself shall be written off the labourer's debt at the end of a year if he remains on that estate. The rules further provide that a federated estate taking on labour from another federated estate shall pay the latter estate Rs. 25 for each labourer taken on that has been recruited from India by the latter estate; but such fee is not to be charged against the labourer.

28. Only some 75 per cent of the estates in Ceylon joined this federation and, even of these, some disregard the rule prohibiting the payment of any sum in excess of that shown on the *tundu.* Extra sums are paid under guise of liquidating alleged bazaar debts. In 1915, federated estates took on and paid off locally over 42,000 labourers. It is difficult to understand why so large a number should have changed employers if there were no consideration *sub rosa* to some interested party.

29. Attempts have been made to check the evil of indebtedness and the restlessness of the labour force by legislation also. Ordinance No. 9 of 1909, passed in consequence of the Report of the Ceylon Labour Commission of 1908, provides that wages shall be paid monthly into each labourer's hand and that each superintendent shall certify having done so to the Government Agent under a heavy penalty for default. It further provides that no employer shall employ any labourer other than a boy or girl who has been born in Ceylon and has not previously been employed on an estate unless he has received in respect of such labourer—

(*a*) a discharge ticket, which is a document giving particulars of the labourer and of his last employment and also of his indebtednsss to his last employer, or (*b*) in the case of newly-imported labourer, a certificate issued by the Government Quarantine authorities at Mandapam or Ragama (for labourers coming from Tuticorin), or (*c*) a certificate issued by a Police Magistrate. This last certificate is intended to meet the case of labourers not employed on an estate for

* For forms of tundu in use on federated and non-federated estates see Appendix III-A.

three years previous to date, or of labourers whose last employer refuses or neglects to issue discharge tickets, though a severe penalty is provided for such refusal or neglect.

These provisions clearly fail to check the movement of labourers by their kangany (or other interested persons) on *tundu*.

30. Though the kangany may be presumed, in most cases, to benefit by the transfer of labourers on *tundu*, this is not always the case, nor is he invariably the prime mover in the matter. Sometimes the kangany is compelled to resort to this device to raise money to satisfy his creditors, usually the bazaarman or liquor shopkeeper. Again several petty attorneys (proctors, they are termed in Ceylon) appear to make a regular business of fomenting trouble on estates and acting as brokers in negotiating transfers on *tundu*. Some of them make themselves sufficiently mischievous to make it worth while for estate superintendents to fee them regularly. We inspected one such agreement ourselves. The fee was Rs. 100 a month for three estates for three years, and the consideration was expressed as "to look after the coolies." Other names and cases were mentioned to us by good authority unconnected with estate interests.

31. The average debt of a labourer in Ceylon is estimated, by planters of experience, to be about Rs. 70. On the estates we visited, it averaged from Rs. 19 to over Rs. 50. In individual cases the figure is much higher. We have seen *tundus* where the debt per labourer averaged over Rs. 200. On some estates, we examined the accounts of debts going back to 1908 or thereabouts and found little variation. On others there was a distinct increase. These accounts are based on the statements rendered by kanganies and accepted by the labourer at the time of first record. More than one superintendent informed us that the labourer has often subsequently alleged that he had not received the amount first debited to him, but that it has rarely been possible to verify the matter. We endeavoured in a few cases to unravel an account to see how an exceptionally large debt was said to have been incurred, but sooner or later in every case we encountered the entry "taken on *tundu* for Rs.   from   estate", and further information was not to be had. The labourer could in no case give any intelligible account of the details of his debt or how it was arrived at, even where he had no objection to make to its total.

Besides increases on transfer by *tundu*, large increases in a labourer's account in the past were noticeable on account of relatives who had died or absconded, the amount of their debts being added to that of the surviving members of the family, or sometimes, even of the gang. The debts of deceased labourers are now written off by all federated estates.

32. It is not suggested that the labourer has not in the majority of cases received some, if not the whole, of the debt he has assented to or acquiesced in, but there appears to be no trustworthy means of arriving at the facts. In some estates, moreover, the total sum of the labourers' debts exceeds the total of the estate's advances, i.e., there is a balance owing to the kangany. These cannot be called fictitious as kanganies of many years standing are often well-to-do, and such men often did help their estates during past periods of depression in the planting history of the Island.

33. The Indian immigrant labourer is not liable for arrest or imprisonment for debt and consequently the debts owed by him are practically irrecoverable save by deduction from wages. Under the law (Ordinance No. 13 of 1889, section 6 as amended by Ordinance No. 9 of 1909) only half a labourer's wages after deducting the cost of food, clothes or other articles supplied to him, which the employer is not liable in law to supply at his own expense, may be deducted on account of other advances. The practice in estates varies considerably in the matter of recovery against the registered debts. The most general practice is to recover every other month or once a quarter. Some estates recover only when a labourer has a large balance to his credit. So far as we were able to learn however, the credits (recoveries) rarely overtake or even keep pace with the debits (advances). And this, perhaps, is the reason why estate superintendents as a body do not abandon the somewhat suicidal policy of issuing *tundus*. Each estate hopes

to shift the eventual loss on to its neighbour. It has also to be remembered that these advances appear in the accounts of most estates as recoverable advances, i.e., as assets, though some estates have no doubt written off a great deal.

34. Legally, the status of a labourer is that of a monthly paid servant. Section 7 of Ordinance No. 11 of 1865 makes provision for the execution of written contracts before a Magistrate or Justice of the Peace for periods exceeding one month, but not exceeding one year: but we met with no case where a written contract had been executed in the case of an Indian estate labourer nor did we hear of any such case except that of the contract labourers working under Government (see paragraph 67). The labourer thus is free to leave his employer at a month's notice, or at any time for reasonable cause. But under the kangany system described above, whereunder the labourer is a kangany's debtor, and the latter is in his turn indebted to the estate, taken in conjunction with the conservatism of the Tamil labourer, it is not surprising that the labourer does not realise his legal position. That the kangany considers that he has some sort of proprietary right in the labourer and that the labourer accepts this position is abundantly clear from the manner in which the labourer is, and allows himself to be, taken from employer to employer by his kangany and accepts the increasing load of debt thrust on him in the process. A labourer might give notice and so repudiate his debt. But apart from the shackles of custom and environment, the discharge ticket system would greatly handicap him in finding employment under another employer. No federated estate may employ a "notice" labourer except on payment of his registered debt to his late estate.

35. Thus a labourer who has not the capacity or opportunity to rise to the position of a kangany or sub-kangany, remains on an estate under a debt which rarely diminishes, but often increases: or he moves on *tundu* to another estate often under an increased debt: or he "bolts", i.e., leaves without notice or, having got leave on various pretexts to return to India, does not return. In 1915, the number of "bolters" from federated estates was 8,894, and 980 "bolters" returned to their former employers.

IV. Work, wages and punishments.—36. For men, the main kinds of work are pruning (in tea), tapping (in rubber), work in the factory (tea and rubber), weeding, clearing of drains, digging pits and maintaining estate roads: for women, plucking (in tea), tapping (in rubber, but chiefly in the low country only), sorting leaf in the factory (tea), and light earthwork. Weeding and earthwork generally is done on contracts usually taken up by the kanganies. The rate for weeding varies, but is usually about Re. 1 per acre. Special jobs of earthwork are given out on contracts at rates varying according to their nature. Ordinary jobs about the estate are paid for by the worker earning a "name" for the day's work. Tea-plucking and pruning and tapping are sometimes paid for by earning a name for the performance of a task or by results. Thus in tapping, men are paid 35 to 45 cents for a day's "name" (usually for tapping 250 trees) or at the rate of one cent per dry ounce of rubber which is calculated after testing with a special instrument the latex brought in. A woman is paid 30 cents for a "name." In tapping, the day's work begins at 6 a.m. and is over by noon by which hour the latex is taken into the factory and tested and measured and put into the coagulating tubs. Extra money may be earned for working on Sunday and for collecting scrap, i.e., latex which has exuded after the main flow has been collected. Scrap is paid for usually at the rate of $\frac{1}{2}$ cent per ounce. Both scrap and Sunday work is paid for in cash the same day.

In tea, pruners are paid 40 to 45 cents for a "name," the task varying from 150 to 200 bushes in old tea and 300 bushes in young tea. Pluckers are paid 25 to 30 cents for a "name" and a "name" will be earned by plucking 25 pounds of leaf. In favourable weather, a good plucker may earn as much as 3 "names" and entries of $1\frac{1}{2}$ and 2 "names" were frequent on the check rolls we saw. Children pluckers are paid $12\frac{1}{2}$ cents to 15 cents a "name."

Factory labourers get 50 cents to 60 cents per day and overtime after 4 p.m. at 5 cents an hour in busy seasons.

37. Rice is advanced to the labourers on all estates weekly at the rate of $\frac{1}{4}$ bushel (of 64 lb.) per man, $\frac{1}{4}$ bushel and $\frac{1}{8}$ bushel alternate weeks per woman

and $\frac{1}{8}$ bushel per child. Sometimes, it is advanced monthly at the rate of 1 bushel and $1\frac{1}{4}$ bushels alternate months per man, $\frac{3}{4}$ bushel per woman and $\frac{1}{2}$ bushel per child. The general rule is that five days' work a week must be done to ensure the advance of the full allowance, but this is not strictly insisted on. The rice is charged for at or under cost price and recovered from monthly wages earned. When the rice is charged under cost price, this reduction constitutes a further wage. The rate of reduction varies on different estates and seems to depend on no fixed principle. It varied from 40 cents to nil per bushel on the estates we visited. Generally speaking, the rates of wages are higher on the rubber estates in the low country than on the older established tea estates on the hills.

For other articles of food and for cloths and other necessaries, there are numerous roadside *kadais* or boutiques, mostly owned by Indian Muhammadans. On large estates, there are often estate *kadais* owned by the bazaarman, but controlled by the Estate Superintendent as to prices. Many estates also make special arrangements to import cloths and blankets from India or elsewhere for sale to the labourers at cost price.

38. Estate accounts being kept for business purposes and not with the object of affording statistical information about the economic condition of the labourers, it was not possible to procure any general information as to the actual number of days the labourers worked out of the number on which they might have worked (i.e., apart from disablement through illness or other physical cause) and as to the average wages they actually earned. Through the kindness of individual superintendents, however, we have obtained the information contained in Appendix IV. Statements A, B, D and E are for low country estates mostly rubber. Statements C and E are for tea estates in the higher country. It will be seen that men worked on an average from 23 to 19 days, women from 19 to 15 days, and children from 21 to 17 days a month. A man's actual average wages varied from Rs. 10·18 to Rs. 8·40, a woman's from Rs. 6·24 to Rs. 4·34 and a child's from Rs. 5·69 to Rs. 3·96 a month. The lower rates exclude extra payments for Sunday work and scrap. On the estate A where the comparison has been worked out, the labourers worked on an average less than 20 days a month and earned on an average Rs. 11·94 a month, while they might have worked rather more than 25 days a month (allowing for Sundays and general holidays such as *Deepavali*) and earned Rs. 14·65 a month. The figures in the case of estates B to E are not for specially good or bad gangs but for average kangany gangs, each consisting of a fair proportion of men, women and children workers.

39. As regards cost of living, much, of course, depends on the standard of feeding and comfort to be allowed for. The following estimate was made by a superintendent of 25 years' experience, and one the arrangements on whose estate showed that he was careful of the welfare of his labour force.

Rice, $\frac{3}{4}$ bushel costing the labourer Rs. 3·90; curry-stuffs, vegetables and extras Rs. 2, or say, Rs. 6 in all. The average man's pay on this estate is Rs. 10: and this should leave a margin for saving if the cooly did not drink or gamble or have a debt to discharge.

On another estate, a feeding house is maintained by the estate for men labourers who have not their womenfolk to cook for them. The cost of the food per man with rice at Rs. 4·96 per bushel for a month of 31 days comes to Rs. 4·84. To this must be added the cost of dhoby (20 cents), clothes (men 75 cents and women, Re. 1) and little extras such as bread, fruit and sweets (75 cents), making a monthly total per man of Rs. 6·54.

The cost of feeding prisoners in jail in Ceylon is given in the Ceylon Government Administration Report on Prisons (1915) as Rs. 73 per head per annum.

The rate of wages paid on estates thus appears to be sufficient to keep labourers in health and strength and to leave a margin over. But the state of indebtedness prevalent amongst the labourer population acts as a deterrent to thrift and industry.

It is difficult to generalise on such a subject in regard to a population of 600,000 people: but our impression is that while the average labourer and his family make enough to feed and clothe themselves quite as well, if not better, than in India, they ordinarily do not accumulate appreciable sums as savings.

Kanganies and sub-kanganies, however, do undoubtedly often become rich according to cooly standards. The administration reports of the Post office department show that large sums are remitted to India, but as no details are given, it would be unsafe to draw any inferences from these figures.

40. Some of the superintendents we interviewed complained of the location of arrack shops near their estates. Apparently the distillation of country spirits has not yet been brought under such complete control as would admit of a strict limitation of licensed shops. The outstill system still prevails and the Excise department is apparently barely strong enough to secure proper cleanliness, decent quality of spirit and reliable accounts in regard to these stills and to stop smuggling and other illicit practices. The number of licensed "distilleries" is twice that of all the Commissioners, Superintendents and Inspectors in the Excise department.

41. *Punishments, judicial and extra-judicial.*—The penal laws affecting the estate labourer are not special to his case but apply in Ceylon to all servants, labourers and journeymen artificers, a "servant" being defined to extend and include menial, domestic and other like servants, pioneers, kanganies and other labourers, whether employed in agricultural, road, railway or other like work (Ordinance No. 11 of 1865 as amended to date). The main penal provisions of these laws as regards servants are—(1) that a servant refusing to work without reasonable cause or guilty of drunkenness, wilful disobedience of orders, insolence, or gross neglect of duty or who shall quit his employer's service without the prescribed month's notice, shall be punishable with imprisonment for a term which may extend to three months or with fine not exceeding Rs. 50 or with both (section 11): and (2) that a servant making a false statement as to his former employment, or denying his former employment, shall be punishable with a fine of Rs. 30 or with imprisonment with or without hard labour for a period not exceeding three months, or with both (sections 16 and 17).

Kanganies fraudulently disposing of advances given them to recruit labourers are punishable with transportation for a term not exceeding seven years, or with imprisonment for a term not exceeding three years, with or without hard labour (section 22).

Where, however, a servant is charged with desertion or absconding without notice, he may be directed to return to work if he consents, and his employer agrees, and no further action need be taken (section 23).

Under this general law, an employer who refuses, without reasonable cause, to pay wages due to a servant is liable to a fine of Rs. 50 or to imprisonment not exceeding three months or to both (section 14). An employer or other person who crimps the servants of another or harbours or conceals them is liable to a fine of Rs. 50 in respect of each such servant or to imprisonment not exceeding three months or both (section 19).

An employer has no power of arrest in respect to a servant who absconds or otherwise offends.

42. Under Ordinance 13 of 1889 which relates to the employment of Indian labourers on estates and defines an estate as "any land on which labourers are employed and of which ten acres or more are actually cultivated", and a labourer as meaning "any labourer and kangany (commonly known as Indian coolies) whose name is borne on an estate register" and including Muhammadans, an employer is liable on conviction to fine and, in some cases, to imprisonment, if he fails to pay his labourer within one month from the expiration of the month during which the wages have been earned (section 6), or fails to make to Government Agent the prescribed declaration that wages have been paid (section 21), or fails to keep the prescribed register of labourers (section 22), or employs labourers without the prescribed discharge ticket (section 23), or fails to issue a discharge ticket (section 24), or knowingly issues a false discharge ticket or keeps a false register (section 28). Prosecutions under sections 21, 22, 24 and 28 require, however, the sanction of the Colonial Secretary.

43. The following statement gives particulars of the extent to which the penal sections of these Ordinances were used in 1915 in the case of estate labourers and their employers and the results :—

Table showing the number of persons brought before the Police Courts in Ceylon charged with offences under the Labour Laws and how they were disposed of during the year 1915.

Offences.	Number of persons charged.	Number of persons who appeared.	Persons acquitted.	Persons convicted.	Punishments.							
					Three months and under.	Two months and under.	One month and under.	Fined.	Warned and discharged.	Treated as juvenile offenders.	Ordered to return to work.	Bound over.
Estate labourers.												
Neglecting or refusing to attend to work, section 11 of Ordinance 11 of 1865.	577	502	182	320	13	62	136	34	42	33	..	..
Quitting service without notice, section 11 of Ordinance 11 of 1865.	3,494	1,726	737	989	78	117	470	110	143	70	1	..
Drunkenness, section 11 of Ordinance 11 of 1865.	42	40	8	32	1	11	8	6	1	2	..	3
Wilful disobedience of orders, section 11 of Ordinance 11 of 1865.	71	53	24	29	1	2	19	3	1	3	..	..
Insolence, section 11 of Ordinance 11 of 1865.	26	26	9	17	2	1	6	4	4	..	..	..
Gross neglect of duty, section 11 of Ordinance 11 of 1865.	11	11	3	8	..	2	4	2	..	..	..	..
Other misconduct, section 11 of Ordinance 11 of 1865.	81	73	20	53	9	6	22	10	1	2	..	3
Other offences against the labour laws.	107	94	42	52	13	7	13	17	1	1	..	..
Total ..	4,409	2,525	1,025	1,500	117	208	678	186	193	111	1	6
Estate employers.												
Failure to pay wages, section 6 (7) of 13 of 1889.	6	6	5	1	..	..	1	..	..	..	..	..
Failure to make returns, section 17 of Ordinance 13 of 1889.	11	10	6	4	..	..	..	4	..	..	..	..
Failure to keep complete register, section 22 of 13 of 1889.	3	3	..	3	..	..	..	3	..	..	..	..
Failure to make declaration of payment of wages, section 21 of Ordinance 13 of 1889.	..	..	..	..	..	..	..	..	..	..	..	..
Employing labourers without discharge tickets, section 23 of Ordinance 13 of 1889.	1	..	..	..	..	..	..	..	..	..	..	..
Failure to prepare and forward discharge ticket or give labourer memorandum, section 24 (6) of 13 of 1889.	5	5	..	5	..	..	..	..	..	..	..	..
Offences under section 28 of Ordinance 13 of 1889.	..	..	..	..	..	..	..	5	..	..	..	..
Other offences, if any, against labour laws.	..	..	..	..	..	..	..	..	..	..	..	..
Total ..	26	24	11	13	..	..	1	12	..	..	..	..
Grand total ..	4,435	2,549	1,036	1,513	117	208	679	198	193	111	1	6

It will be seen that much the largest number of charges against labourers was for quitting service without notice. Of 3,494 labourers charged, only 1,726 appeared and of these only 989 were convicted. The next commonest offence charged was neglecting or refusing to work. There were 577 labourers charged, of whom 502 appeared and 320 were convicted. Among employers, the most frequent offence was the failure to make returns (11 cases) and next, the failure to pay wages (6 cases). The total number of cases against labourers (4,409) and against employers (26) is very small in comparison with the size of the labour force (about 400,000 workers) and the number of employers (over 2,000).

We were surprised to learn the exact figures as perusal of the daily newspapers had given us the impression that the prosecutions were far more numerous. Apparently, from some police courts, almost every case that ends in conviction is reported in the Colombo newspapers.

44. Most of the superintendents we consulted were averse to having recourse to prosecution. Were it not for the debt system, it is doubtful if prosecutions would be instituted against labourers save in the rarest cases of misbehaviour. Most estates appear to inflict small fines for petty neglects or bad work. Such fines seem however to be illegal having regard to the provisions of section 6 of Ordinance 13 of 1889 (as amended to date). Corporal punishment is recognised to be illegal and is certainly not common or usual though of course there are bad masters in the island as well as bad servants.

V. Housing, sanitation and medical care.—45. Estate labourers are housed in lines. All we saw were permanent structures of brick or stone in chunam or mud, or of wood, with roofs of corrugated iron, shingle, tile or (in one low country estate that grew cocoanuts) cocoanut thatch. All were raised above the ground on platforms of cement or stone in chunam provided with good drains. Each building contained from 8 to 12 rooms, each 12 feet by 10 feet and a verandah about 6 feet broad running along the whole front. The buildings are high with ventilation at the eaves and in the roof; but the labourer neutralizes this as far as he can by putting up an inner roof about 8 feet high and dividing the rooms into two compartments. There are no separate rooms for cooking. Some of the lines are in pairs with a sort of street between the two but usually they are in separate single rows. The immediate surroundings of the lines are kept well swept and clean but latrines are not universal though this matter is now receiving special attention as will be noted below. As far as we saw, the accommodation appeared sufficient and there was no overcrowding. We should say that the housing accommodation and the cleanliness of the surroundings was much superior to the quarters in a Madras village occupied by persons of the classes comprising the estate labour population. The labourers keep numbers of fowls and goats and, in some cases, pigs. They are willingly allowed patches of land for the cultivation of vegetables, but rarely take advantage of this concession; still, nearly every set of lines we saw had one or two patches of garden attached that were cultivated with vegetables and a few plantains or papayas

46. Water-supply appeared to receive due attention. Where there were wells, these were protected with parapets and platforms. The larger estates have a pipe supply provided from protected streams. One estate we visited had water flushed latrines draining into a septic tank.

47. The sanitary and medical care of the estate labourers is provided for by Ordinances Nos. 9 and 10 of 1912 (the former of which consolidates and amends older enactments) and the rules and administrative arrangements made thereunder. The Ordinances with the rules and notifications are printed in the appendix (Appendices V and VI).

Under the Medical Wants Ordinance No. 9 of 1912, a share of the expenditure in Government hospitals and dispensaries in districts, declared to be estates medical districts, proportionate to the number of days passed in hospital or of visits paid to the dispensary, by immigrant labourers, and, in addition, the cost of construction of hospitals or dispensaries declared to be intended primarily for the use of immigrant labourers, is charged to a fund created by the levy of a duty on the export of plantation produce (tea, rubber, coffee, cocoa, cardamoms, cacao, areca, camphor, pepper or cinchona). For the rates now levied see Appendix V (*h*) and (*i*). If an estate has no hospital or dispensary of its own, ordinary drugs are supplied from the Government hospitals or dispensaries and the cost price of such drugs is also charged to the above fund. Estates that have their own hospitals and dispensaries receive drugs free to a value not exceeding 50 cents per annum per labourer on the estate. Besides these drugs the Government contributes a subsidy of 15 per cent of the year's expenditure to the fund. The cost of feeding a labourer in hospital is charged to the estate at 30 cents a day. The fee of the Government Medical officer for visiting a sick labourer or labourers on an estate is fixed at Rs. 2·50 per visit and is payable by the estate. These sums are also credited to the fund. An estate superintendent is bound by law to inform himself of all cases of sickness on his estate, to send for the District Medical officer in any case of serious illness or accident, and to send any labourer to hospital if the Medical officer so requires.

48. There are 46 Government hospitals and 115 Government dispensaries in the estates medical districts, and every one of 2,382 estates is scheduled to a Government hospital and dispensary by Government notification. Of these, 17 hospitals and 6 dispensaries have been notified as primarily intended for immigrant labourers. In addition to these Government institutions, there are 54 estate hospitals and 353 estate dispensaries built and officered at the cost of the estates but receiving drugs free from Government as noted above. To encourage the establishment of efficient estate hospitals, a scheme is in force under which an estate that complies with certain requirements in its hospital can obtain a rebate of the amount of export duty payable on its produce. An estate applying [Appendix V (*c*), Rule 44] for rebate has its hospital specially inspected and reported on [Appendix V (*e*)] to the Medical Wants Committee who administer the fund described above and the committee decide what percentage of rebate the estate should get. In 1915, 39 hospitals were granted amounts varying from Rs. 3,250 to Rs. 20. The total amount of rebate granted was Rs. 35,460.

49. Fully qualified medical officers are in charge of all the Government hospitals and dispensaries attached thereto and trained apothecaries are in charge of the independent Government dispensaries. The qualifications of the officers in charge of the estate hospitals vary but correspond generally to those of the sub-assistant surgeon class in Madras. Only one estate hospital is in charge of a fully qualified doctor. The men in charge of estate dispensaries (where there are no hospitals) have to be approved by the Principal Medical Officer, but their qualifications, as a rule, are not superior to those of the compounder class in Madras.

50. Arrangements have recently been made under which the district medical officers give courses of practical instruction and lectures at the district hospitals to estate dispensers. These lectures comprise

(1) Instruction in first aid, line sanitation and tropical hygiene.

(2) Instruction in the early diagnosis and treatment of diseases commonly met with on estates.

(3) Treatment of chronic conditions of these diseases.

(4) Instruction in the treatment of pregnant women, both before, during, and after, parturition, the care and feeding of infants, and the diseases common to early childhood.

(5) Microscopic examination of dejecta for hook-worm ova (see below paragraph 55), malarial parasites in blood smears, urine testing and the use of the thermometer.

The lectures and practical instruction are given weekly and extend over six months, each lecture being of two hours duration. An examination is to be held at the conclusion of the lectures and the names of the candidates who satisfy the examiners as regards their proficiency and fitness for charge as dispensers on estates will be registered in the office of the Principal Medical Officer. At least 20 lectures out of the 24 must be attended to qualify a candidate for examination.

51. During 1915, 17,054 estate labourers were in-patients in Government hospitals for an aggregate number of 435,181 days (average stay 25½ days), of which the estates paid for 404,063 days. The total number of in-patients other than estate labourers was 58,320 and their average stay in hospital was 15 days. The death-rate among the estate labourer in-patients was 15·77 per cent of admissions and among other in-patients it was 8·26 per cent. Figures are not compiled to show the number of in-patients treated in estate hospitals. These institutions are mainly intended to secure the early treatment of illness on the estates more remote from a Government hospital. All really serious cases are expected to be taken to a Government hospital. The figures given above tend to show that treatment in the Government hospital is not availed of sufficiently early in many cases. As in India, the Tamil labourer appears to be averse to going into a hospital until he is seriously ill. It is certainly to the pecuniary interest of the estate to send a labourer into hospital early rather than late.

52. Statements of the receipts and expenditure under the fund constituted by the Medical Wants Ordinance for the three years 1913 to 1915 are printed as

Appendix VII. It will be seen that, roughly speaking, over five lakhs of rupees a year is spent on the hospital treatment of estate labourers and over one lakh of rupees a year in the supply of drugs for their benefit to estate hospitals and dispensaries.

53. Under Ordinance 9 of 1912, it is the duty of the district medical officer besides inspecting the estate hospitals, if any, and visiting sick labourers, (1) to visit the estates in his district and to inspect the sanitary conditions thereof; (2) to examine the labourers on such estates for the purpose of ascertaining their conditions in health and whether they have been duly vaccinated; (3) to draw the attention of the superintendent to any defect in the sanitary conditions of his estate and the condition of health of the labourers, and it is the duty of the superintendent to maintain the lines of his estate and their vicinity in a fair sanitary condition. Further, under Ordinance 10 of 1912, in the case of certain proclaimed diseases, the medical officer, after inspection or receipt of notice from the superintendent, may order special treatment of the labourers on the estate or in hospital. Power is further given in such cases to the Government to condemn the lines and order the construction of fresh lines; and the Principal Medical Officer may make rules for the sanitation of the cooly lines and the prevention of the spread of such diseases. The rules made under the latter head are printed in Appendix VI (*b*) and (*c*).

54. Each province has a provincial surgeon who is responsible as regards the sanitary conditions in his province. The province is divided into medical districts and each district medical officer is ex-officio a sanitary officer in his district. In addition, two inspecting medical officers were appointed in 1912 specially for estate inspections, but since the commencement of the war these duties have had to be discharged by a single officer as the medical department is shorthanded. No regular or periodical sanitary inspections are made but visits are paid where their need is specially indicated by undue prevalence of disease, increased mortality, or reported neglect of sanitary precautions.

55. The provisions of Ordinance 10 of 1912 are, however, being systematically put into force in regard to Anchylostomiasis. A full description of this disease is given in Appendix VIII.

The hook-worm is a worm about half an inch long which attaches itself to the inner wall of the human intestine where it sucks the blood of its host. It lives for eight to ten years and during that period deposits innumerable eggs. These do not hatch inside the human body but are passed out in the dejecta and, hatching out in damp soil, remain there of minute size till they get an opportunity of entering the human body through the skin or by the mouth. They pass through the skin into the blood, thence into the lungs and from the lungs into the alimentary canal and so to the intestines where they attach themselves to the walls and grow to their full size and begin depositing ova. It will be seen that a person may thus be continually infected from an infected soil and may be the host of several hundred worms. The consequent loss of blood in time produces grave anæmia and debility and lessens the power of resistance to illness in general and in particular to bowel complaints. Where the sufferer does not succumb to some such complaint, he is at his best physically and mentally inefficient. The worm is easily killed by drugs, of which chennopodium and thymol are considered the most effective, and, if subsequent reinfection be prevented, the cure is complete. The importance therefore of dealing with this disease in a large population badly infected and addicted to insanitary habits is manifest.

Three medical representatives of the International Health Commission of the Rockefeller Foundation have been working for some time in the Matale district, assisted by two qualified Government medical officers and twelve microscopists. They examine the estate labourers for hook-worm and teach the Government and estate medical officers how to find it and how to treat for it. Dr. Snodgrass, the officer in charge, informed us that he considered hook-worm much the most dangerous and prevalent disease in Ceylon. Of 5,050 estate labourers examined 4,991 or 98·83 per cent were found to be infected. We were told that the extent to which anchylostomes brought about debility and anæmia varied in different localities in the world and that it was very possible that the effect of the disease on general health in India might not be so evident as its influence on the health of

emigrants from India to a different climate and different conditions of diet. A large percentage of the deaths among Indian immigrants in Ceylon caused by diarrhœa, dysentery and other bowel-complaints, as well as those directly assigned to anchylostomiasis, may thus be accounted for. The great majority of the immigrants come from a comparatively dry climate to a comparatively wet one and in addition many of them appear to change their diet. All Indian labourers in Ceylon eat rice and eschew cholam or ragi which must be the staple food of a considerable number of them in India. The rainfall in the planting districts varies from about 150 inches in the year in Ratnapura to about 80 inches in Kurunegala, Badulla and Matale.

56. The prevention of human reinfection by preventing soil infection is essential in dealing with hook-worm. Latrines are, or rather were till recently, comparatively rare on estates in Ceylon. As noted above, this matter is now being taken up by the medical authorities in connection with the Anchylostomiasis campaign. Latrines are now provided in the Matale district and notices under the rules have been issued for their provision in the Dikoya planting district where the commission will begin work early in 1917. Many estates in other districts have however also begun to construct latrines and insist on their use. And experience so far goes to show that the Indian labourer can with a little patience and firmness be got to use them regularly. Their cost however is no negligible item in an estate's expenditure. A pukka built latrine with six seats (to serve 90 persons according to the rules) is estimated to cost Rs. 87-8-0. Latrines of a more temporary character are more expensive in the long run as workmen cannot be got to repair such latrines once they have been used and it is therefore necessary to reconstruct them practically every year.

57. *Health and care of infants.*—Under Ordinance 9 of 1912, it is the duty of every estate superintendent to supply, at the cost of the estate, every female labourer resident upon the estate and giving birth thereon to a child with sufficient food and lodging for one month after the birth of such child and to take care that the female labourer be not required to work on the estate for one month, unless the district medical officer shall report sooner that she is fit for work; and to see that all children under the age of one year resident on the estate receive proper care and nourishment. It is the duty of the medical officers to inspect all children under the age of one year resident upon an estate and to give directions for their proper care and nourishment.

Some estates are more liberal in this matter than others but the general practice is to give the mother Rs. 2 and half a bushel of rice and as a rule women are left to resume work when they like, i.e., resumption after a month is not insisted on in any way.

Where there is an estate hospital, there is usually a midwife or ayah, but her services are not always availed of. Some estates give all non-working (i.e., non-earning) children one meal a day free at four in the afternoon. On other estates children not yet of an age to do any work are mustered once a month and each mother is given $\frac{1}{8}$ bushel of rice. On some estates, a mother is given a bonus (Rs. 5 or more) if her child lives to be one year old.

VI. Vital statistics.—58. Under Ordinance 13 of 1889, the superintendent of every estate is bound to send once a quarter to the Government Agent or other officer appointed for the purpose returns showing (1) the number of labourers employed on his estate during the previous quarter, (2) the number of births that occurred amongst them and (3) the number of deaths with dates and probable causes thereof. Further under Ordinance 9 of 1912, every superintendent is bound to inform the district medical officer within 48 hours of every birth and death upon the estate. It was found during the investigations of the Sabaragamuwa Commission that the quarterly returns of some estates omitted deaths among their labourers occurring in Government hospitals; but though such omission might affect the statistics regarding particular estates, it would not vitiate statistics regarding births and deaths among estate labourers in the district as a whole, as the hospital returns state carefully full particulars about every in-patient dying and about every birth. The figures of births and deaths among estate labourers in each district are therefore very accurate; while the same cannot be said of similar statistics collected regarding the general Sinhalese population in rural

parts, as these are collected by headmen and are probably not much more accurate than the statistics collected for rural areas in Madras. The following table gives the rates per mille of births and deaths for the estate Tamil immigrant population in the 11 estate districts and for the Sinhalese population in those districts (*a*) in the local board areas and (*b*) outside those areas. The rates for the total estate Tamil population and for the population of the whole Island are also given.

[The figures shown against "Estate Tamils" includes only the Tamil population—both Indian and Ceylonese. Separate figures for Indian Tamils and Ceylon Tamils are not available. The Ceylon Tamil estate population is however comparatively small and their inclusion does not materially affect the figures. The figures against Municipalities, Local Boards and Districts are for the Sinhalese population alone.]

Administrative district.	Classes of the community.	Estate Tamil population at the census of 1911 and estimated Sinhalese population in 1915.	Birth-rate per mille.					Death-rate per mille.				
			1911.	1912.	1913.	1914.	1915.	1911.	1912.	1913.	1914.	1915.
Kandy ..	Estate Tamils ..	135,663	37.1	38·0	35·8	44·3	38·5	31·8	37·0	34·6	38·9	33·3
	S { Municipality, $8\frac{1}{5}$ sq. miles.	16,008	33·4	27·6	33·2	39·2	35·2	42·1	35·9	30·1	32·6	31·1
	S { District, 911 sq. miles.	231,013	43·3	37 9	45·0	44·0	43·3	34·8	27·7	27·9	30·6	23·3
Matale ..	Estate Tamils ..	28,898	33·4	27·9	33·1	31·8	37·2	55·2	39·8	40·3	53·2	41·5
	S { Local Board, $\frac{1}{4}$ sq. mile.	2,117	38·6	20·8	41·8	33·9	46·8	82·2	60·9	59·3	64·1	49·6
	S { District, 905 sq. miles.	67,895	47·4	36·4	46·3	38·3	43·5	46·1	42·7	37·5	45·7	29·2
Nuwara Eliya.	Estate Tamils ..	93,962	38·0	39·2	39·3	45·2	41·7	30·4	28·6	31·1	36·1	30·4
	S { Local Board, $4\frac{7}{8}$ sq. miles.	4,338	18·0	19·0	25·5	21·8	15·4	11·3	12·4	13·4	10·5	10·6
	S { District, $471\frac{1}{8}$ sq. miles.	55,517	42·2	38·1	42·4	42·8	41·1	26·8	21·9	26·0	31·1	23·9
Badulla ..	Estate Tamils ..	67,563	31·1	32·1	38·0	38·4	40·9	32·5	34·2	42·8	43·5	35·7
	S { Local Board, $3\frac{1}{32}$ sq. miles.	4,115	42·1	28·2	41·9	37·7	36·5	48·2	43·0	47·0	48·8	27·7
	S { District, $3,271\frac{1}{2}$ sq. miles.	135,080	44·2	44·2	45·9	41·8	44·0	39·5	39·4	40·9	47·8	32·8
Ratnapura	Estate Tamils ..	25,089	35·3	33·0	41·5	45·5	50·6	85·5	72·4	72·1	85·6	57·6
	S { Local Board, $2\frac{1}{4}$ sq. miles.	3,719	34·5	23·1	37·6	32·9	36·0	68 2	58·7	44·3	48·4	35·8
	S { District, $1,250\frac{3}{4}$ sq. miles.	136,441	41·1	35·8	44·6	41·9	43·8	43·5	35·5	31·0	31·6	24·1
Kegalla ..	Estate Tamils ..	56,494	29·8	27·3	36·1	31·2	29·2	50·9	62·6	42·7	37·6	22·0
	S { Local Board, $\frac{7}{8}$ sq. mile.	1,731	31·2	25·9	35·8	41·0	35·8	79·4	46·8	50·5	50·9	40·4
	S { District, 642 sq. miles.	176,108	37·8	30·2	48·1	44·4	44·9	63·9	28·3	24·2	24·2	17·9
Colombo ..	Estate Tamils ..	10,980	27·6	26·1	34·2	35·3	39·5	75·5	58·7	49·5	60·6	30·5
	S { Municipality, 12 sq. miles.	93,170	32·1	31·1	33·4	33·2	33·7	37·3	34·9	34·0	33·1	35·0
	S { District, $560\frac{3}{4}$ sq. miles.	541,118	35·3	30·7	36·5	37·9	36·0	26·5	20·6	20·4	20·6	19·7
Kalutara.	Estate Tamils ..	25,458	37·6	35·6	38·6	40·2	49·8	44·6	42·7	44·4	54·8	33·0
	S { Local Board, $1\frac{2}{3}$ sq. miles.	10,132	35·6	30·0	32·3	33·5	31·8	32·2	34·4	29·9	26·5	25·4
	S { District, $623\frac{3}{4}$ sq. miles.	249,486	39·4	36·9	38·2	39·6	38·3	22 7	23·2	22·4	22·1	19·4
Galle ..	Estate Tamils ..	3,375	34·9	47·7	46·5	47·1	63·1	36·1	49·8	77·6	83·6	55·4
	S { Municipality, $6\frac{1}{2}$ sq. miles.	29,643	33·9	33 1	30·2	31·1	27·9	28·6	28·1	31·3	29·4	26·1
	S { District, $652\frac{1}{4}$ sq. miles.	290,055	41·7	42·2	38·9	42·5	38·4	25·9	27·1	27·6	27·1	22·4
Matara ..	Estate Tamils ..	2,486	36·2	39·4	33·0	55·9	44·7	32·9	53·1	55·1	71·6	65·2
	S { Local Board, $1\frac{1}{2}$ sq. miles.	11,905	39·0	38·7	39·3	37·4	35·8	30·7	28·9	23·3	34·3	22·9
	S { District, $481\frac{1}{4}$ sq. miles.	228,636	44·1	39·8	43·7	44·9	42·9	32·0	34·6	23·9	32·0	22·6
Kurunegala.	Estate Tamils ..	6,648	25·1	19 7	29·3	26·3	30·4	53·8	44·7	47·8	94·9	48·4
	S { Local Board, 4 sq. miles.	4,178	34·5	25·1	40·3	32·1	42·4	73·0	75·8	53·3	85·6	63·4
	S { District, $1,843\frac{7}{8}$ sq. miles	276,567	40·5	28·0	44·9	36·1	38·8	42·5	38·1	30·8	43·4	29·2
	Total Tamil Estate population ..	456,616	34·8	34·5	37·1	40·6	39·4	40·6	41·3	40·2	44·7	33·8
	Island of Ceylon (total population) ..	*	38·0	33·3	38·6	38·1	37·0	34·8	32·4	28·4	32·2	25·2

* Calculated each year.

59. In studying these figures it would be well to remember that, as stated in the Registrar-General's administration report for 1913, Ceylon is not so much a field for the study of vital statistics as a jungle of almost bewildering complexity. Colombo, Kandy and Galle may be properly called towns, but the local board areas comprise only villages of no great size. Vital statistics in the local board areas are recorded usually by medical officers and are therefore more nearly on a par as regards accuracy with the estate statistics than those reported from rural areas outside estates and local board areas. The conditions of life in the local board areas and on the surrounding estates are more nearly similar than those on the estates are to those among the rural Sinhalese. Lastly, and most important of all, it must be remembered that while the rates of births and deaths are calculated in the case of the Sinhalese (and general) population on the estimated population of the particular year for which the rates are worked out, in the case of the estate population, the rates are worked out on the census figures of that population in 1911. A reference to the previous paragraphs of this report will show that the estate population has largely increased every year since 1911 and that the increase has in all probability been greatest in the low country districts—Ratnapura, Kalutara, Galle, and Matara, from which the highest rates are now reported. In other words these rates, for the last two or three years at any rate, are misleadingly high. Galle and Matara, for example, have not of late years become unhealthy for estate labour, nor have estate labourers in these districts become at the same time more prolific. Their numbers have been considerably increased through immigration and are being increased in this way every year. The district birth and death *rates* of the estate Tamil population are practically valueless having regard to the fluctuations in that population owing to immigration and movement of labour within the Island. Ratnapura district, Kegalla district, parts of Colombo district (Kelani Valley portion) and Kurunegala district were unhealthy for labourers some four or five years back when the jungle had recently been, or was being, felled and planted. Housing and sanitary arrangements, water supply, and drainage were probably much more defective then on the estates than at present. But, at the present day, with the exception of some parts of Ratnapura district, no part of the planting area is locally reputed to be unhealthy. The general estate Tamil birth-rates and death-rates show that, notwithstanding the fact that they are calculated on the numbers of 1911, the death-rate was lower in 1915 than in 1911, while the birth-rate is now higher than the death-rate.

60. The rates are "crude" rates. It is doubtful to what extent allowance should be made for the disproportion of ages and sexes among the estate population. The percentages of the estate Tamil and the general population of the island at different age periods is shown below. The estate Tamil figures are calculated from the census of 1911 and those of the general population from the estimate given in the administration report of the Registrar-General for 1915.

Age period.	Total population.	Estate Tamil population.
	PER CENT.	PER CENT.
Under 5 years	14·8	11·38
Five years and under 10	13·8	8·05
Ten years and under 15	12·3	11·86
Fifteen years and under 55	52·8	66·34
Fifty-five years and upwards	6·3	2·37

As regards those over 55, however, it must be remembered that the estate population probably contains a much larger proportion of helpless and decrepit old men and women brought over by their younger relatives simply because they could not be left behind helpless in their villages in India. The death-rate from old age is much higher among the estate population than outside it in the island as the appended statement shows:—

Deaths from old age.

1911.				1912.				1913.	
Estates.		Island excluding estates.		Estates.		Island excluding estates.		Estates.	
Number. (1)	Rate. (2)	Number. (3)	Rate. (4)	Number. (5)	Rate. (6)	Number. (7)	Rate. (8)	Number. (9)	Rate. (10)
681	1·34	2,686	·74	718	1·41	2,637	·73	633	1·25

1913.		1914.				1915.			
Island excluding estates.		Estates.		Island excluding estates.		Estates.		Island excluding estates.	
Number. (11)	Rate. (12)	Number. (13)	Rate. (14)	Number. (15)	Rate. (16)	Number. (17)	Rate. (18)	Number. (19)	Rate. (20)
2,530	·70	811	1·60	3,036	·84	641	1·26	2,877	·80

The rates are calculated per 1,000 of the population according to the census of 1911.

61. The infantile mortality among the estate population is also higher than outside it. The infantile mortality per 1,000 births registered on estates was 246 in 1913, 247 in 1914, and 212 in 1915. The corresponding rates for the whole island were 189 in 1913, 213 in 1914 and 171 in 1915. Of the deaths on estates in 1915, 29 per cent were due to debility of infants under six months of age, convulsions of infants and premature birth. As in India, the Tamil woman of the labourer class prefers the ministrations of some old woman in the lines to the services of a midwife or to going into hospital. The Medical department finds it very difficult at present to obtain suitable Tamil women from estates for training as midwives, but efforts are being made to get them and every facility is given for their training at the Lying-in Home, Colombo. A certain number of groups of estates employ a qualified midwife between them : and maternity wards are provided with qualified nurses in the Government Hospitals in the planting districts.

62. Cases of plague, cholera and small-pox are rare amongst the estate population. In fact, these diseases are not prevalent in the island. Dysentery, diarrhœa and bowel complaints generally are the chief ailments of the estate population. Doubtless the infection is usually in the water used ; for, however well protected a supply the estate may provide, there is nothing to prevent the labourer when out at his work drinking from the most convenient stream or pool.

63. *Suicide.*—The following table exhibits the number of suicides during each of the years 1911 to 1915 among the estate and non-estate population and (except for 1911) among each race in the Island. The estate population comprises other elements than immigrant Tamils and the Tamil population includes the indigenous race. No useful information can therefore be gathered by working out rates based on these figures. As the Registrar-General observes in more than one of his reports, if rates were considered, it would appear that the suicide rate was highest among the European population :—

Deaths by suicide.

——	1911.	1912.	1913.	1914.	1915.
By locality.					
Total deaths on estates	52	53	58	58	36
Do. in the island excluding estates.	157	154	175	151	166
Total ..	209	207	233	209	202
By race.					
Deaths among Tamils	..	92	90	105	74
Do. Sinhalese	..	105	127	93	113
Do. Moors	..	3	5	4	5
Do. Burghers	..	1	3	1	3
Do. Europeans	..	2	4	2	4
Others	..	4	4	4	3
Total ..	209	207	233	209	202

VII. Miscellaneous—64. *Education of children.*—The maintenance of an elementary school on an estate is compulsory we were told, but not attendance thereat. Though the law thus appears to be somewhat ineffective, 569 estates maintained schools in 1915. The total number of children of school-going age in these estates was 16,622, of whom 6,056 boys and 1,161 girls attended school. Two hundred and forty-two estate schools received grants-in-aid from Government. A Sub-Inspector of Schools was employed during 1915 to inspect teaching arrangements on estates which have no registered school on the grant-in-aid list.

There is in Ceylon an indigenous Tamil population as numerous as the immigrant population is now. But they live mostly in the north and north-east part of the Island while the estates are situated in the Sinhalese country. The immigrant Tamil, therefore, does not get much benefit from the vernacular Tamil schools established by Government. There are Government schools where English is taught, and these are attended by some of the better class Tamil children from estates. In estate schools, the teaching is confined to the three R's in Tamil.

65. *Repatriation.*—Whatever might have been the case in the coffee period, nowadays the Indian labourer is mostly resident in Ceylon. The debt which practically every labourer owes his kangany or his estate prevents him leaving except for short visits to India with the leave of his employer or except by "bolting." "Bolting" as noticed above (paragraph 8) is usually to some other employer, as a "bolter" will probably not have the cash for his fare to India. Leave from the employer can be obtained readily enough by those who have settled down to family life on the estate, but probably not easily by others. Labourers who break down in health and become unfit for work on the estate are usually sent back to India at the expense of the estate, but there is no law on the subject and no special organization to control the matter. For Indians and others found destitute outside estates there is a House of Detention in Colombo to which 340 Indians were taken in 1915 of whom 192 were sent back to India and work provided for such of the rest as were found on inquiry to be destitute.

66. *Facilities for settlement on the land in Ceylon.*—There is practically no land available suitable for cultivation as their own holdings by Indian labourers anywhere save in the north and north-east part of the Island. A colonisation scheme for this part of the Island was projected, but is in abeyance owing to the war.

67. *Indentured emigration for Government service.*—The Ceylon Government recruits occasionally a few Indian labourers for employment under a three-year contract in their Public Works Department as bricklayers, masons and carpenters. The number of such labourers at present employed is under 250. They are specially trained and are well paid. The form of contract is printed as Appendix IX.

The Government also employs about 8,000 Indian, mostly Tamil, labourers on the usual monthly terms on roads and other public works.

68. *Sex proportion.*—It will be seen from the figures quoted in paragraph 5 that the sexes are fairly evenly matched in the Tamil labour population. Excepting new arrivals, the labourers live in families on the estates and there are no undesirable features due to a lack of women.

69. *Caste of the emigrants and facilities for the performance of religious rites.*—The greater part of the Tamil labour population is of low caste consisting as it does of Pariahs and Pallans but there are also a fairly large number of Vellalans and Ambalagarans. Temples are to be found on most estates and some of them are fine buildings, e.g., the Siva temple at Hanwella, which cost several thousand rupees subscribed by the estate, the Superintendent, the kanganies and the labourers.

Part II.—Malay Peninsula.

1. Introductory. 1. We left Madras on 21st December but, as it was too rough at Negapatam on the 22nd to take the mails on board, had to put back to Madras for the purpose and left finally for Penang on the 23rd December. We arrived at Penang on the 27th, and on the 28th visited the office of the Deputy Controller of Labour and obtained statistics and arranged our further programme. On the 29th, we visited the quarantine camp at Pulau Jerejak in company with the Deputy Controller of Labour, the Medical Officer, and a member of the Immigration Committee. On the 30th, we visited the Prai Estate in Province Wellesley, together with the Deputy and Assistant Controllers of Labour. On the 31st, Mr. Marjoribanks proceeded to Kuala Lumpur and, on the 2nd January, visited the office of the Controller of Labour. The Home for decrepit Indian labourers was also inspected. On the 3rd, in company with the Senior Health Officer, we together visited the Castlefield and Bukit Hitam estates. On the 4th, we went on to the Negri Sembilan district, and there, in company with the Deputy Controller of Labour, Mr. Leonard, and the Health Officer, visited the Pajam, New Labu, and Labu estates. On the 5th, we visited the Seramban, Serawang, Terentang and Linggi Rantan estates. On the 5th evening, we went on to Singapore, where, on the 6th, we had an interview with His Excellency the Governor and called at the Colonial Secretariat. On the 7th, we went to Johore and saw the British adviser, Mr. Campbell, and the Johore State Protector of Tamil immigrants, Major Daud. On the 7th evening, we started back to Kuala Lumpur where, on the 8th, we visited together with the Controller of Labour and the Principal Medical Officer, the Quarantine camp at Port Swettenham and the Kinrara estate. On the 9th, we visited the Seoni and Kent estates. On the 10th, we visited the Gapis estate in Perak, and saw the Resident at Taiping on the 11th. Mr. Ahmad Tamby Marakkayar then returned to Singapore, while Mr. Marjoribanks visited the Gula Estate on the 11th, and the Caledonia group on the 12th, and from thence went on to Penang and returned to Madras by the mail steamer of the 14th (Madras 18th). Mr. Ahmad Tambi Marakkayar left Singapore on the 16th by the steamer to Negapatam (22nd). The depots of the Federated Malay States and the Straits Settlements at Avadi and Negapatam had been previously inspected by both of us. Our thanks are due to the Government of the Straits Settlements (who gave us free railway passes), to the Chief Secretary, Federated Malay States, to Mr. Aldworth, the Controller, Mr. Gilman and Mr. Leonard, officers of the Labour Department, to Mr. Bathurst and Dr. Ford, the Superintendents of the depots at Avadi and Negapatam, respectively, to the Principal Medical Officer and the officers of the Health Department, and to Mr. Duncan, the Chairman of the Planters' Association of Malaya, for the assistance they so ungrudgingly gave us in every direction. We are also greatly indebted to the managers of the various estates we visited for their courtesy and readiness in showing us round their estates and in answering all our questions. At all estates visited, we saw the lines where Tamil labourers lived and visited the hospitals and schools. We usually also visited the estate office and examined the check rolls. We saw and spoke with a large number of labourers both on the estates and on board-ship.

2. The main administrative areas in the Malay Peninsula are (1) the Colony proper, which comprises the island of Singapore, the Province of Malacca, the Island of Penang, the Province Wellesley and the Dindings, (2) the Federated Malay States of Perak, Selangor, Negri Sembilan, and Pahang and (3) the non-federated Malay States of Johore, Kelantan, Kedah, Trengganu and Perlis. The Governor of the Straits Settlements is High Commissioner for all the Malay States and the administration of the Federated Malay States is practically British, the chief local executive

officer at Kuala Lumpur being styled the Chief Secretary (formerly the Resident-General). The administration of the non-federated Malay States is more largely in the hands of their native Sultans assisted by British Residents or Advisers.

II. Strength, distribution and sufficiency of the labour force.—3. The peninsula having been under the Government of India till April 1st, 1867, migration between India and Malaya has gone on for a long time past. In the main, there are three classes of Indians employed in Malaya: (1) traders and petty shop-keepers mostly Muhammadans of the Marakkayar community and Chettis, (2) Sikhs and Pathans (locally called Bengalis) who are employed as cart-drivers, policemen and watchmen and (3) Tamil, Telugu and Malayalee labourers. It is with the last class alone that this report is concerned.

4. At the census of 1911, the Indian population of the whole of Malaya totalled 267,170 (204,220 males and 62,950 females). Of this number 5,659 were in Johore, 6,074 in Kedah, 731 in Kelantan, 114 in Perlis, and 61 in Trengganu. In the Federated Malay States and the Colony proper, the Labour Code is administered by one and the same department under the Controller of Labour. There are also Health Officers for each district under the Principal Medical Officers, Federated Malay States, and Straits Settlements, respectively. No particulars as to the occupation of the Indian population in the non-federated States is available, nor is the Indian labourer in these States under the care of the labour department of the Colony and the Federated Malay States. The Johore State, however, has a British adviser and has a specially appointed State official (a Malay officer) as Superintendent of Indian immigrants and the Johore Immigration Ordinance is similar to the law in force in the Colony and the Federated Malay States. In Kedah, the State Surgeon (a British officer) is the Health officer and the Superintendent of Indian immigrants. Indian labourers in Kedah also petition the Deputy Controller of Labour at Penang who goes into their cases in consultation with the State Surgeon. There appear to be no special arrangements in Trengganu and Perlis where the Indian labour population is insignificant.

5. In the Colony proper, the Indian population in 1911 was 82,055 (62,330 males and 19,725 females). Separate figures are not given for the labour population on estates. But the total Tamil, Telugu and Malayalee population was 67,443 only (52,075 males and 15,368 females). These figures include the large Tamil Muhammadan (Marakkayar) population in Penang, Singapore and other towns. These people do not, as a rule, bring their womenfolk from India but contract alliances with Malay women. Taking only the rural districts in Province Wellesley, Dindings and Malacca, the total Tamil, Telugu and Malayalee population in 1911 was 25,369 (18,345 males and 7,024 females); deducting 5,369 as an estimate of the population engaged in trade and under Government on the railway and other public works, 20,000 may be taken as approximately the estate labour population. The annual reports of the Controller of Labour give the number of working labourers only; and the number of Indian workers in the Colony on the 31st December 1910, including statute and free immigrants, was 12,054. Province Wellesley contains a number of large estate properties of many years standing, and there is on these estates a much larger proportion of non-working women and children than in the more recently-established estates in other parts of the Colony and Federated Malay States. For example, on the Caledonia group of estates there are 1,077 non-workers among the total Indian estate population of 4,484 and on Prai estate there are 364 non-workers among the total estate Indian population of 845.

6. In the Federated Malay States, the Indian population in 1911 was 172,465 (131,865 males and 40,600 females.) Of these 156,730 (117,856 males and 38,874 females) were Tamils, Telugus and Malayalees. The total estate population was 159,638 (127,144 males and 32,494 females); of these 94,950 (70,208 males and 24,742 females) were Indians, 93,462 being Tamils, Telugus or Malayalees. As in the case of the Colony, the annual reports of Controller of Labour give only the number of the working labourers on estates; the number of Indian working labourers

on the 1st January 1911 was 85,268; as the estate Indian population over 12 years of age at the Census was only 82,490, it would follow that there are fewer non-workers in the estates in the Federated Malay States than in the Province Wellesley. This is also the result of our personal observation.

7. It will be noted that only 60 per cent of the estate population was Indian. Of the remaining 40 per cent, 25 per cent is Chinese and the remainder consists of Malays and allied races. The employment of Chinese labour on estates was quite recent in 1911. Also, the estate Indian labour population in the whole of Malaya at the Census was only about 130,000, out of a total Indian population of 267,170, the the great majority of whom were from the Madras Presidency.

8. The following table exhibits the numbers of arrivals and departures between Madras and Penang from 1900 to 1916. In 1910, the last batch of immigrants executed indentures and the last indenture expired in 1913. The figures in columns 2 to 5 (*b*) inclusive represent labourers alone. Those in columns 6 and 7 include traders, domestic servants, etc., but the Controller of Labour in his annual report estimates that two-thirds of the numbers in columns 6 and 7 represent labourers otherwise than those recruited by registered licensed kanganies. Unfortunately no information is available to differentiate the returning labourers from others in columns 9 and 10.

STATEMENT of arrivals and departures between Madras Presidency and Malaya.

Year. (1)	Arrivals in Malaya. Statute adult labourers. Males. (2)	Statute adult labourers. Females. (3)	Non-statute recruited labourers with free or assisted passages. Adults. (4)	Non-statute recruited labourers with free or assisted passages. Minors. (5)	Other third-class passengers Adults. (6)	Other third-class passengers Minors. (7)	Total. (8)	Departures from Malaya. (All third-class passengers.) Adults. (9)	Minors. (10)	Total. (11)
1900	5,676	1,939	7,365	1,542	20,371	1,636	38,529	10,739	512	11,251
1901	1,883	902	3,871	1,356	18,701	1,546	28,259	15,434	770	16,204
1902	1,849	581	1,757	260	14,488	1,307	20,242	17,219	964	18,183
1903	385	97	1,994	155	18,080	1,319	22,030	16,868	964	17,832
1904	2,333	337	3,556	331	22,665	1,479	30,701	18,649	901	19,550
1905	3,854	969	8,049	1,099	24,179	1,389	39,539	18,799	955	19,754
1906	2,937	737	20,498	2,149	24,419	1,301	52,041	21,144	735	21,879
1907	4,565	934	24,882	2,066	28,345	1,482	62,274	29,631	891	30,522

Year. (1)	Arrival in Malaya. Statute adult labourers. Males. (2)	Statute adult labourers. Females. (3)	Non-statute recruited labourers with free or assisted passages. Adult Males. 4 (a)	Adult Females. 4 (b)	Minor Males. 5 (a)	Minor Females. 5 (b)	Other third class passengers. Adult Males. 6 (a)	Adult Females. 6 (b)	Minors. (7)	Total. (8)	Departures from Malaya. (All third-class passengers.) Adults. (9)	Minors. (10)	Total. (11)
1908	4,506	950	17,157	3,124	875	685	24,041	1,714	1,419	54,471	29,774	1,146	30,920
1909	3,557	562	17,286	3,163	841	673	20,910	1,686	1,139	49,817	30,284	1,090	31,374
1910	2,289	234	46,506	9,586	2,338	1,917	17,969	1,773	1,111	83,723	37,829	1,251	39,080
1911	..	..	64,718	13,658	3,259	2,754	21,533	1,309	1,240	108,471	46,464	1,639	48,103
1912	..	..	60,083	13,610	3,327	2,818	23,330	2,222	1,538	106,928	61,350	2,535	63,885
1913	..	..	67,957	15,892	4,056	3,331	22,776	2,962	1,609	118,583	66,695	3,395	70,090
1914	..	..	27,991	6,256	1,489	1,169	12,076	1,486	750	51,217	60,408	2,665	63,073
1915	..	..	42,174	9,104	2,005	1,598	17,470	1,776	1,196	75,323	48,137	2,183	50,320
1916	..	..	51,611	13,562	3,955	2,963	19,252	2,549	1,674	95,566	52,397	2,082	54,479
Total from 1911 inclusive.	..	..	314,534	72,082	18,091	14,633	116,437	12,304	8,007	556,088	335,451	14,499	349,950

9. Since the beginning of 1911 to the end of 1916, there has been an excess of immigrants over emigrants of 206,138. But it is not possible to estimate with accuracy what proportion of these are labourers. The annual medical reports of the Colony do not give separately for Indians the births and deaths in each year. Only a portion of the excess appears to consist of estate labour as the number of working labourers at the beginning of 1916 was 129, 396 in the Federated Malay States and 19,829 in the Colony. This is an increase of 44,128 and of 7,775 respectively on the corresponding figures at the beginning of 1911. The excess of deaths over births among the whole Indian population in the Federated Malay States during the five years 1911 to 1915 inclusive was 31,719.

The total estate Indian population, workers and non-workers, might perhaps now (January 1917) be estimated at 150,000 in the Federated Malay States and 30,000 in the Colony.

In Johore, the estate Indian working population on estates of over 100 acres was 9,399 in 1915 and the corresponding figure for Kedah and Kelantan was 6,505. The total Indian estate population in these non-federated States at present may therefore be put at 20,000.

Thus the total Indian estate population in the whole of Malaya, workers and non-workers, may be estimated to number at present 200,000 and the total Indian population to be about double that number.

Outside the rubber estates, Indian labour is employed chiefly under Government on public works, roads, railways and canals. The working Indian labour force under Government in the Federated Malay States at the end of 1915 was 15,803 and in the Colony proper 3,678. Few Indian labourers are employed on the tin mines which are worked almost entirely by Chinese labour.

10. The report of the Agricultural Department for 1915 gives the statistics of labour and acreages under rubber, etc., for the Federated Malay States and the non-federated States only, i.e., the figures for the Colony proper are not given. Moreover the statistics are only for estates * over 100 acres in extent. The following statement shows the present (1915) acreages under rubber in those areas and the available labour force (workers) thereon. The areas under products other than rubber (cocoanuts, coffee, etc.) being insignificant, they have been left out of account.

Province or State.	Number of estates.	Area planted.	Area producing.	Labour force (workers only)—Men, women and children.		Total.
				Indian.	Others, i.e., Chinese, Malaya and Javanese.	
		ACS.	ACS.			
Selangor	324	211,704	125,261	64,568	10,779	75,347
Perak	365	166,248	91,069	51,707	18,609	70,316
Negri Sembilan	166	109,723	59,934	10,373	20,476	30,849
Pahang	31	11,804	4,866	1,461	2,422	3,883
Total, Federated Malay States ..	886	499,479	281,130	128,109	52,286	180,395
Johore	153	131,396	47,609	9,399	20,350	29,749
Kelantan and Kedah	151	70,049	19,011	6,505	16,169	22,674
Trengganu	8	2,611	Nil.	18	4,543	4,561
Grand total ..	1,198	703,535	347,750	144,031	93,348	237,379

Thus, counting women and children, there is one labourer to every 1·46 acres in bearing and to every 3 acres planted.

III—History of labour immigration from India, present system of recruitment, immigration fund, legal status of labourer.—11. As in the case of Ceylon, the history of

* Under the Labour Code, an estate is defined to mean any agricultural land exceeding twenty-five acres in extent upon which agricultural operations of any kind are carried on or upon which the produce of any plants or trees is collected or treated or any mine to which the provisions of the code have been declared to apply.

immigrant labour to Malaya has been intimately connected with that of the planting industry. A brief account of such immigration, up to the passing of India Act V of 1877, is given in the report of a commission that sat in the Straits in 1890–91, an extract from which is printed as Appendix XIX. At all times there appears to have been a considerable number of free immigrants but it is doubtful how far these comprised estate labourers. Till about 1887, the chief planting industry was sugarcane cultivation in Province Wellesley and, up to 1885, Indian labourers were recruited for work on these plantations on indenture under the provisions of India Act V of 1877. The increase in the number of immigrants not coming under the Act led to the question being raised as to the need for such a law in India. Mr. (afterwards Sir) E. C. Buck, Secretary to the Government of India, and Colonel Bowness Fischer were deputed to visit Malaya and as a result of their report, the Straits Government passed an Indian Immigration Ordinance in 1884, and the Government of India repealed Act V of 1877 in 1885. Recruitment in India was under the new arrangement freed from legal restrictions, but, under executive rules, recruiters sent over by persons in the Straits to recruit labourers in India were registered and granted licences by the Straits Immigration agent: such licences did not, however, confer on the recruiter any legal powers or rights whatever. Persons engaged under these rules were also registered and on arrival in the Straits came under the provisions of the Indian Immigration Ordinance, 1884; and all persons who had received advances as defined in the Ordinance were bound to execute three-year contracts on arrival at the Straits or to repay the advances received together with "smart" money. No recruiter was to receive any commission for any labourer not registered as emigrating under "advances."

12. These rules and the contract labour system were apparently devised to meet the requirements of the sugar plantations. When coffee-planting developed and extended, coffee-planters found that the conditions enabled them to dispense with long contracts and to recruit free labourers and the number of free labourers emigrating from India continued to increase notwithstanding the executive rules above referred to. In 1897, these executive rules were cancelled and the Government in India ceased to exercise any direct control over emigration to Malaya whether the emigrants went as free or as contract labourers.

13. From about 1900, rubber began to displace both sugar and coffee and the area of the plantations increased rapidly. The demand for estate labour became great and complaints were rife that labourers recruited by employers at considerable cost from India, were crimped by their unscrupulous neighbours. At this period there were three kinds of immigrant labour, viz., indentured or contract labour, kangany-recruited labour, and the so-called independent labour. The indentured or contract labour was engaged under the provisions of the Indian Immigration Ordinance VI of 1904 (which superseded Ordinance VII of 1899 which had in its turn superseded the Immigration Ordinance of 1884). These indentured labourers were mainly for the sugar estates, Government departments (Roads and Railways) and a few of the rubber estates where the conditions were such that other labourers were reluctant to go there. The kangany-recruited labour formed the bulk of the labour on the rubber estates. These labourers were recruited by kanganies or gang headmen chosen by estate managers and sent over to India to recruit labourers under licences issued by the Superintendent of Immigrants. The labourers recruited received free passage tickets but did not enter into any indenture on arrival in Malaya. They were expected to pay back the advances they had received; but the complaint was that they were enticed away by other employers before they had paid back their advances. The independent labourers were men recruited in India at the instance of the proprietors opening up new estates. Such proprietors having no labour force from which to send recruiters were compelled to have recourse to professional labour agents or recruiters in India, and the class of labourers supplied is said to have been generally most unsatisfactory, both in character and physique.

14. In the interests of the development of the country, the Straits Government took up the question of the labour supply. The control and supervision of immigration was in 1907 vested in an Immigration Committee consisting of the Superintendent of Immigrants (now Controller of Labour) as Chairman, the Principal Medical

Officer of the Federated Malay States, the Director of Public Works of the Federated Malay States and four or five non-official gentlemen, members of firms of estate agents or managers of estates. This committee after consulting the Planters' Association of Malaya recommended that the cost of importation of Tamil labourers should be distributed amongst all those who employed them, and the Indian Immigration Fund Enactment (incorporated in the Federated Malay States Labour Code of 1912) was subsequently passed. Similar enactments or rules passed by the States concerned are in force in the non-federated Malay States. In the colony, the law relating to Indian labourers has not yet been codified, but for practical purposes it may be taken to be identical with the provisions of the Federated Malay States Labour Code (1912).

15. Under these laws, an assessment on the amount of work done by their labourers is levied upon all employers of labourers native to the Madras Presidency (described as "Indian labour") and the proceeds are paid into a fund styled the Immigration Fund. Employers are required to send in to the Labour office, Penang, on printed forms which may be obtained free, certified returns of their Indian labour for every quarter. (For form see appendix X.) The returns must be sent within a month of the expiration of each quarter, i.e., in April, July, October and January and should be addressed to the Deputy Controller of Labour, Penang. These returns are assessed according to the rates published for each quarter in the Government gazette and each employer is duly sent a notice informing him of the amount of assessment he is required to pay. The amount each employer is assessed at should be forwarded to the Deputy Controller of Labour, Penang, within 21 days of the posting of the notice and for payments made after such period, the employer is charged interest at the rate of 8 per cent per annum on the amount assessed.

All such payments are credited to the Immigration Fund, which forms no part of the general revenue of the Government, but is administered by the Controller of Labour under the authority of the Immigration Committee solely in the interests of importers of Indian labour. The Government is in fact the largest single contributor to the Fund through the assessments which it pays on all Indian labour employed in the Railways, Public Works Departments, Municipalities, Sanitary Boards and other departments.

16. The law (section 156 of the Federated Malay States Labour Code, 1912) provides for the levy of two rates, one, ordinary, on all Indian labourers employed, and the other, a special, or extra rate on the Indian labourers employed over and above the number recruited from India by the employers within the last 24 months: the maximum assessment per labourer per quarter may not exceed three dollars. A special or extra rate was proposed during 1911–14, but gave rise to dissatisfaction and was finally abandoned on the ground that it bore too heavily on small estates in comparison with large ones. With a large labour force, a shortage of labour can be tided over pending recruitment from India without resorting to local engagement of labour, while a small estate cannot do without or wait. The ordinary rate has varied from two dollars * to ½ a dollar and has from 1st January 1917 been fixed at 1½ dollars per quarter. The assessment is calculated in the following manner. The total amount of work done by all the Indian labourers under an employer in the quarter is reduced to so many days' work in accordance with the rules appended to the form in appendix X, and the result is divided by 78, this being taken as the standard number of days' work a labourer may be expected to do in a quarter. The number of work units thus arrived at is multiplied by the rate (now 1½ dollars) and the result is the quarter's assessment.

17. The terms, employer and Indian labourer, are defined (section 150 of the Federated Malay States Labour Code) so as to include in the scope of the law—

(1) Agriculture including the treatment of produce and its porterage to the place of treatment.

(2) The making and upkeep of roads.

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* One dollar = one rupee twelve annas.

(3) The construction and maintenance of canals.

(4) Railway construction, maintenance and working.

(5) The construction, maintenance and working of all works of a public nature or for the public good.

(6) Mining and work in mines.

(7) Quarrying and stone breaking.

(8) Brick-making.

(9) The treatment in mills and factories of padi, rubber and other agricultural produce, including porterage in connection with such treatment.

(10) Any other kind of labour to be notified by the High Commissioner (Governor) except administrative or clerical work or work in private gardens attached to residences.

18. When an estate manager or other employer wishes to recruit Indian labour, he selects his own recruiters from amongst his labour force and applies to the Indian Immigration Committee at Penang for a licence.

Licences (form in Appendix XI) to recruit labourers in the Madras Presidency are then issued to these persons (kanganies so-called) on the authority of the Chairman of the Immigration Committee and are granted free of charge. Blank licence forms are sent to any employer on application to any of the Labour offices, and when the required details have been filled in the licences should be sent to the Deputy Controller of Labour, Penang, for registration and signature. Such licences are not issued to persons under the age of 21 years. The Controller and Deputy Controller of Labour have full powers to refuse licences or to cancel licences.

19. At Madras and at Negapatam emigration offices have been established by the Colonial Government under the charge of their officers. The agent at Madras, Mr. Bathurst, is an officer of the Colonial Civil Service. The agent at Negapatam, Dr. Ford, is an officer of Straits Medical Service. There are also fourteen recruiting inspectors stationed at various places * in the Madras Presidency, whose duty it is to assist kanganies, help in forwarding their recruits and to pay their train fares.

* Waltair.	Katpadi.
Bezwada.	Tindivanam.
Gudur.	Negapatam.
Tanjore.	Trichinopoly.
Manapparai.	Kodikānal Road.
Erode.	Tirur.

The kangany on receipt of his licence proceeds to Madras or Negapatam, and has his licence registered in the office of the emigration agent.

The licence is valid for six months only but the emigration agent may renew it for further periods of three months at a time if he is satisfied that the kangany is likely to recruit the number specified in his licence if given more time. The number of recruits is limited in any licence to 50. After his licence has been registered, the kangany has to go to either Messrs. Binny & Co., Madras, or Messrs. the Madura Company, Negapatam. These firms are the British India Steam Navigation Company's agents, and generally act as financial agents in India for employers in the Straits. In addition there is the Malay Peninsula Agricultural Association Agency in Madras and Negapatam who also act as financial agents for certain estates in the Straits. The employer when sending his kangany to recruit therefore makes arrangements with such agents to finance the kangany, and according to the instructions received these agents make advances to the kanganies and pay commission for each labourer actually produced by the kanganies and shipped.

By this system the risk is avoided of giving to the kangany large advances in cash in Malaya which he might very likely squander. The firms mentioned above have agents in Malaya to whom they cable on the occasion of every shipment the number of labourers shipped for each estate; the local agents inform the employers and it is thus possible for each employer to know before arrival of the steamer the number of labourers shipped for him.

20. After receiving an advance (usually about Rs. 20) from the financial agents, the kangany proceeds to find labourers willing to emigrate. When he has succeeded in getting together as many as he thinks it practicable to obtain at the time, the kangany takes them to the nearest railway station and thence to the Straits Government camps or depots at Avadi (near Madras) or Negapatam, where the intending

emigrants are accommodated and fed until shipment. The emigrants are examined medically before embarkation but the examination is not of a searching character. Cases of enlarged spleen and poor physique are rejected. Women are not examined at all.

The trainage of the emigrants to Madras or Negapatam is paid for by the Recruiting Inspector (if there happens to be one at the station where the emigrants are first entrained) or advanced by the kangany and afterwards recovered by him from the Emigration Agent (Madras) or Superintendent of the Emigration Depot (Negapatam). After the emigrants are shipped the kangany receives his commission, less the advance already received, from the financial agents of his estate and again looks for recruits: or he returns to the estate if he has got his complement, or thinks he cannot get more within the time allowed him on his licence.

21. The emigrants are carried by the British India Steam Navigation Company's steamers weekly. The company has contracted to run a weekly service from Madras and Negapatam to the Straits Settlements and to provide extra tonnage if necessary. The rate charged per emigrant is Rs. 12 from Madras and Rs. 10 from Negapatam. This rate includes charges for food during the voyage which may last as long as eight days from Madras and six days from Negapatam. The company employs a sufficient number of cooks on board the steamers to supply suitable meals to passengers twice a day. Two to three inspectors (Indians) are employed by the Immigration Fund Committee to look after the health and comfort of the emigrants during the voyage and to deal with all complaints.

22. All immigrant labourers are quarantined, usually for a week, on arrival at Penang and Port Swettenham. The quarantine camps have been built and are maintained at Government expense but the cost of feeding the immigrants in quarantine is borne by the Fund. After quarantine, immigrants are removed to two large depots at Penang and Port Swettenham, and from thence removed by the employer or his agent to their place of employment. Each employer is notified previously as to the day his labourers will be ready for removal from the depot.

23. Of the expenditure involved in the arrangements above described the following items are borne by the Immigration Fund:—

(*a*) The salaries of the inspectors of recruiting.

(*b*) The train fares of recruits (where advanced by an inspector) from the place of recruitment to Avadi or Negapatam.

(*c*) The cost of feeding the intending emigrants at the camps at Avadi and Negapatam; and at the quarantine camps after their arrival in Malaya.

(*d*) The cost of transporting the emigrants from Avadi or Negapatam to their first place of employment in the Federated Malay States, Straits Settlements, Johore, Kedah, Perlis or Kelantan, including all boat hires, steamer, train and motor-bus fares and the cost of telegrams by estate agents to employers stating the number of labourers received in the immigrant depots.

24. The Government bears all the expenses of administering the Fund, paying the salaries of officials and clerks; maintains the camps or depots at Madras and Negapatam where labourers recruited by kanganies are housed pending shipment; provides officials in India (the Emigration Agent at Madras and the Superintendent of the Emigration Depot at Negapatam) who superintend these camps and generally assist in matters connected with recruiting; provides detention depots in Penang and Port Swettenham and grants a large annual subsidy to the steamship company which maintains the weekly service from India to the Straits.

25. Other charges that are met from the Fund are:—

(1) the cost of maintenance of a Home for decrepit Indian labourers

(This Home, which is in Kuala Lumpur, was opened in November 1913, and the rules of admission are printed in Appendix XII. The Home is under the supervision of a Medical Superintendent and is visited periodically by members of a Board of Visitors appointed for the purpose);

(2) the payment of interest upon moneys borrowed by the Indian Immigration Committee;

(3) the payment of recruiting allowances (since the starting of the fund a recruiting allowance has been paid to employers in respect of each labourer imported by them from the Madras Presidency under the Committee's licences. This allowance has varied from $3 to $5 a head, and now stands at the latter figure); and

(4) the payment of the cost of preparing registers of locally engaged Indian labourers.

26. The whole sum collected for the Immigration Fund is thus spent either in meeting the expense of recruiting or in encouraging employers to recruit. The cost of administration is only to a small extent charged on the fund, namely, the cost of salaries of Inspectors above referred to, that of the clerical labour employed on the compilation of the register of local engagements, and the upkeep of the Home. All direct cost of recruiting is met from the fund, except the commissions the employer may pay his recruiters, the charges made by his financial agents and the cost of meals supplied to immigrants discharged from quarantine and awaiting removal in the detention depots at Penang or Port Swettenham. Where commissions are kept low, these expenses should be nearly met by the recruiting allowance, at its present figure. An account of receipts and expenditure of the immigration fund is published half-yearly. The statement for the half-year ending 30th September 1916 is printed in appendix XIII. The fund has a credit balance of over half a million dollars.

Practically the only expenses a kangany recruiter has to meet out of his commission are the possible settling of any of the village debts of the intending emigrant, a small gift to any dependants of the emigrant left behind and the cost of the usual little farewell feast. The total of such expenditure need not amount to more than 3 or 4 rupees per head.

A few years back when demand for labour in Malaya was keenest, large commissions were undoubtedly paid by employers in the hope that they would thereby more quickly get labour. The results were uniformly unsatisfactory. The kangany simply used the money to buy recruits from a professional recruiter and brought back a large number of persons to his estate who were not proper agriculturists. They could not do the work expected, earned little, fell ill and many died. The reports of the Labour Department for 1911 and 1912 quote several instances of this kind and contain warnings to employers on the subject.

The matter is better understood now and the commission to a kangany per recruit rarely exceeds Rs. 12. Estates in the healthy coast districts of Selangor find a commission of Rs. 7 or even Rs. 5 to be ample to secure as much labour as they need.

27. The Straits Government officers at Negapatam and Avadi take several precautions to ensure that recruiting is properly done. The recruiting kangany is warned on arrival that any irregular practices on his part, such as dealing with professional recruiters or enticing away minors without their parents' consent will involve the loss of his licence. The locality in which he is to recruit, namely, the village he himself belongs to, is noted on his licence and if any of the recruits he brings to the depot are found to come from other localities they are rejected. Boys under 16 years of age are rejected unless they are accompanied by their parents or adult near relative and the relationship is substantiated by separate cross-examination of the parties. Minor girls are rejected unless they are accompanied by their parents: an immature girl is not allowed to emigrate with her husband unless her parents also are going. Single women are rejected unless they are accompanied by male relatives who can look after them. Twice a day at Avadi and every morning at Negapatam, all petitioners who have come in search of lost relatives are allowed into the camp, and if they find the persons they are seeking they remove them without let or hindrance.

In all cases where intending emigrants are rejected for any of the above reasons (except where the only reason of rejection is the objection of relatives) their railway fare is paid back to their villages, and the amount together with any expenditure already incurred (e.g., for food) on their account is debited to the financial agents of the estate to recover or not as they may see fit from the kangany. If the case discloses any misbehaviour on the part of the kangany his licence is endorsed or cancelled as the circumstances may warrant.

28. It will be seen from the statement in paragraph 8 that the system of controlled recruitment and assisted immigration above described has been very successful in increasing the numbers of immigrants to Malaya. The figures have risen every year from 1907 to 1913. In 1914 there was a considerable falling off owing partly to economies on rubber estates and partly to the war. Since 1914, the figures have increased again each year. The number of recruiting licences issued was 10,806 in 1913, 5,732 in 1914 and 5,436 in 1915. The number of emigrants recruited by kanganies in each of these three years was 88,486, 34,735 and 52,572, respectively. This gives an average of about eight recruits per licence issued: but many licensees (one-seventh of the total number, it is estimated) do not succeed in getting recruits at all.

The numbers in columns 4 and 5 of the statement in paragraph 8 include for each year a certain number of emigrant labourers who were not recruited but who presented themselves voluntarily as emigrants and were given free passages as being emigrant labourers. The number of such emigrants for the six years 1910—1915 was as follows, 1,327, 2,187, 1,467, 2,750, 2,170 and 2,309, respectively. Most of these were going out to join relatives or friends who had been recruited and had emigrated previously. These voluntary emigrants are free to go where they please after their quarantine is over.

29. The system of indenture having been discontinued after 1910 and the last indenture having expired in 1913, all Indian labourers are now employed on monthly parol agreements and are entitled to leave their employer after a month's notice or on the payment of a month's pay in lieu of notice, whether they are immigrants imported from India or are engaged locally. The law prohibits the Indian immigrant from entering into a written contract to serve as a labourer (section 61 of the Labour Code). No deductions may be made from their wages for any sums advanced to them or expended in their recruitment before their arrival at their place of employment (section 98 of the Labour Code). Nor may a labourer be made liable for the debt or default of another (section 97). The Labour Code contains other provisions regarding work and wages, housing, and sanitary and medical care of labourers which will be noticed in dealing with these subjects.

30. The Code and the similar Ordinances in the colony proper are administered by the Controller of Labour and his deputies and assistants with the aid of the various district medical or health officers. All these officers systematically inspect estates and other places where labourers (Indian and others) are employed. The form of a labour officer's report is printed as appendix XIV and shows that all matters in any way concerning the labourer's health and welfare receive notice. Besides the Controller, there are at present seven labour officers of whom three are stationed at Penang for supervision of Indian labour employed in Province Wellesley, the Dindings and Perak, two at Klang for the greater part of Selangor, one at Seremban for Negri Sembilan and Malacca and one assists the Controller at the headquarters, Kuala Lumpur.

All these officers know to speak Tamil and to read petitions in Tamil.

The officers of the Labour Department also receive petitions and complaints from labourers and enquire and take action thereon. Indeed, apart from health and sanitation, the most useful work of the labour officers lies in settling disputes and misunderstandings between employers and labourers and in promoting harmonious relations between them. The annual reports of the Controller give details of such work. Generally speaking, trouble between an estate manager and his Indian labourers is mainly due to the inability of the former to communicate readily with the latter in their own language. Besides leading to actual misunderstanding, the inability of a manager to speak directly with his labourers allows of the gang head-men and other subordinates (kanganies or mandors) getting too much influence over the labourers—a state of things that does not conduce to the benefit either of the labourer or of the estate.

31. The Indian labourer in Malaya does not start in debt as in Ceylon. His wages also are considerably higher than in Ceylon. Yet there appears to be considerable restlessness among the labour force. In 1915, 40,028 Indian labourers deserted, i.e., left their employers without notice, and 58,848 Indian labourers were engaged

locally and of these engagements only 32,917 were notified at the time they occurred to the labour offices as required by section 66 of the Code. A labourer intending to return to India usually gives notice. It is only where a labourer is dissatisfied with a particular estate whether because of its unhealthiness (a sudden increase in malarial attacks usually causes numerous departures), or because of quarrels with other labourers or with his employer, or because he has been offered some special inducement to go elsewhere, that he appears to feel shy about giving notice and prefers to depart silently as soon as he has got his last month's wages. It is doubtful, however, if all cases of desertion can be accounted for in this way. We heard no complaints that there was a practice among kanganies or mandors (as they are locally called) of moving labourers from one employer to another to benefit themselves, though some of our cooly informants said this was sometimes done. But an annual movement of about one-third of the labour force from one employer to another would seem to indicate that some such influence must be at work. In any case, any employer paying to get labourers in this fashion could not recover what he paid or even debit it against the labourers.

IV—Work, wages, and punishments.—32. On the rubber estates, where much the greater portion of the Indian labourers in Malaya are employed, the work consists chiefly of tapping and weeding and factory work. Tappers begin work at daybreak and bring in the latex to the factory about 11 a.m. By noon their regular day's work is over. They can, if they like, do weeding or other odd jobs in the afternoon for which they are paid extra. Weeding is usually done on contract at from one dollar to 15 cents an acre according to the state of the land. The task for men tappers is from 300 to 400 trees according to the nature of the ground (as hilly or level). Wages vary within a margin of about 10 cents between the coast districts of Selangor and the more remote and less healthy districts in Negri Sembilan and Perak. Tappers thus begin at 25 cents to 35 cents a day and rise as they become efficient to 35 or 45 cents a day. Women tappers usually get 25 cents to 30 cents a day and boys and girls 10 to 15 cents. Weeding where done by task is paid for at about 30 to 35 cents for men and 25 to 30 cents for women. On many estates a sliding scale of pay is in force, e.g., if a labourer works 20 days in the month he is paid 35 cents a day ; if 24 days in the month, he gets 40 cents a day ; if 28 days, then 45 cents a day. The number of days and the rate varies on different localities and on different estates.

Factory labourers get 50 to 60 cents a day and overtime. Kanganies are paid at the same rate as ordinary labourers plus 2 cents (paid by the estate) per day per labourer of their gangs that turns out to work.

By law no labourer shall be bound to work on more than six days in a week or more than six consecutive hours or more than nine hours a day. If he works for and at the request of his employer more than nine hours in any one day, he is entitled to be paid extra at the rate of not less than one-eighteenth part of his ordinary daily wages for each half hour of overtime work (section 99 of the Labour Code).

33. Wages must be paid at least once a month and that not later than, in the case of Muhammadan labourers, the second Thursday and, in the case of other labourers, the second Saturday of the next month.

Only the cost of rice and food (not intoxicating liquor) advanced by an employer may be recovered from a labourer's wages which must otherwise be paid in legal tender. No interest may be charged and no deductions are admissible on account of fines for bad work or for injury to the materials or other property of the employer. Employers may establish shops for the sale of rice or, if the place of employment be more than two miles from any town or village, for the sale of provisions generally to his labourers. But in the latter case the scale of prices must be approved by the Labour Department. The labourers moreover shall not be compelled to buy either rice or any other provisions at such shops.

We heard no complaints about the supply of rice or other provisions. Rice alone is usually advanced at the rate of two gantangs* a week to men and two gantangs one week and one gantang the next to women. It is charged as a rule at cost price and sometimes at under cost price in localities to which the cost of transport is considerable. There are usually several shops in the neighbourhood of large estates.

* 8 Gantangs = 1 bushel.

34. Some estates pay weekly as they find that this conduces to thrift on the part of their labourers and serves to prevent their getting into debt with the bazaar men or spending their money in the toddy shops on pay days. By law the keepers of liquor-shops are prohibited under severe penalties from selling spirits to Indian labourers. A special commission is now sitting on the question of the purity and wholesomeness of the toddy supplied to estate labourers. The right to sell toddy is sold under licence but the supply is not at present regulated by any system of licensing the right to tap trees (coconut palms). The general consensus of opinion is that drunkenness amongst the Indian labourers has diminished in recent years. The great improvements effected in sanitation and housing and the high wages now paid would naturally tend to produce this result.

35. As regards the cost of living of an Indian labourer, a dollar does not perhaps go much further than a rupee in India, but it certainly goes as far: and any surplus dollars are worth Rs. 1–12–0 to bring home to India. One of the most experienced and sympathetic of the Labour Officers we met, who had been Emigration agent in India for some years and knew the Indian cooly and his language well, told us he had several times worked out the monthly cost of living of the Indian labourer on an estate and estimated it at six dollars on the average, rather less on the coast of Selangor and rather more on the out-of-the-way estates inland. This estimate allows not only for food but for little luxuries such as cigarettes or cheroots and occasional drinks.

In appendix XV will be found a number of statements showing the actual number of days a month Indian labourers worked and the actual wages they earned on estates situated in different parts of the colony and the Federated Malay States. In these statements men, women and children workers are all reckoned and accordingly the average wage is lower in Province Wellesley generally and on estates (such as Estate B) where there are a large number of women and children workers than it is in Malacca where the labour population is nearly all adult male. On the other hand family earnings will be high where the number of women and children workers is large. The statements moreover omit the head money usually paid to kanganies and amounts earned on contract and piece-work.

36. There is ample reason for believing that the average Indian labourer not only can, but does, save money during his employment in Malaya. In the first place, every week large numbers of Indian labourers return from Malaya. They must have saved at least their passage money, Rs. 22–8–0. Next, the post office returns of the Federated Malay States show that 84,410 dollars were on 31st December 1915 held on account of 1,500 Indian labourers in the savings bank. No doubt the classification is approximate, and the labourers may be, and probably are, kanganies, as the ordinary Indian labourer hoards his savings and remits them or brings them home with him, and does not put them into the post office savings bank. Still, it should be remembered that the kangany is of the same class as the labourer, and that any labourer of intelligence and enterprise may become a kangany. The post office returns further show that the amount remitted to India by money order in 1915 was over 35 lakhs of rupees in 46,866 orders. Traders and merchants as a rule use hundis and bills for remittance, not the post office: a great part of these remittances were undoubtedly those of Indian labourers. Lastly, there is the evidence of the returning labourer himself. On S.S. *Thongwa* on the 21st and 22nd, Mr. Marjoribanks questioned many of the returning labourers (who were to have been, but could not be landed at Negapatam on the 22nd) and, later, we questioned many labourers on board outward bound who had been to Malaya before. We also questioned several labourers on the return voyage. Practically every man said he had saved something, the amount varying from 30 dollars to 200 dollars. Mr. Ahmad Tambi Marakkayar mustered the labourers returning home on the S.S. *Teesta*, about eleven hundred in number, and found that they had no complaints to make against their late employers and that they all had savings of varying amounts and that all appeared to be in good health.

37. The Labour Code contains several penal provisions, some directed against the employer, and others against the labourer. The chief offences an employer may be guilty of under the code are assaulting or molesting a labourer, crimping and failure to pay wages within the time required by law or to send in the returns prescribed. The labourer may offend by neglecting or refusing to work, absconding (or leaving

without notice), unlawful disobedience or insolence. In appendix XVI is printed a complete return of the cases brought against employers and labourers in the Federated Malay States during 1915 and a return for the first half of 1916. It will be seen that the commonest offence of employers was crimping (102 cases in 1915) and that of labourers was absconding (964 cases in 1915). The number of offences is small in comparison with the total labour population.

In the colony, the only cases taken to court were under section 14 of Ordinance I of 1882. Under this law disputes as to wages and complaints of disobedience, negligence, carelessness, or other misconduct, may be laid before a magistrate, who may after enquiry adjudicate thereon, and levy a fine not exceeding 25 dollars. Imprisonment is awardable only in default of payment and may extend to 30 days for such default. Appendix XVII contains a complete statement of the cases taken to court during the first half-year of 1916 for the Straits Settlements. There were only 21 cases concerning 38 labourers.

38. Under the Labour Code an employer who wishes to lay a complaint against any labourer in his employment for disobedience to lawful orders, neglect of duty or neglect or refusal to work may, if the labourer is in the estate or place of employment, apprehend and take him forthwith to the magistrate, but he has not the power to arrest a labourer who has absconded or to detain any labourer in custody. As noted in paragraph 33 an employer is prohibited by law from fining a labourer and the officers of the Labour Department have taken pains to make this generally known.

All the managers of the estates we consulted considered that employers would be well advised to refrain from using the penal provisions of the code if they possibly could, and nearly all were of opinion that there would be no practical objection to their abolition at any rate so far as the penalty of imprisonment was concerned.

V.—Housing, sanitation and medical care.—39. With the large influx of labour, much of it unsuitable for agricultural work, consequent on the opening of fresh land for rubber (see paragraph 13), high death-rates prevailed and special laws were passed to deal with the matter. Ordinance VII of 1911 (The Estate Labourers Protection of Health Ordinance) the provisions of which are reproduced in the Federated Malay States Labour Code provides (*inter alia*) that it shall be the duty of every employer to provide for every labourer employed by him on an estate who resides on such estate

(*a*) sufficient and proper house accommodation ;
(*b*) a sufficient supply of wholesome water ;
(*c*) sufficient and proper sanitary arrangements ;
(*d*) hospital accommodation and equipment ;
(*e*) medical attendance and treatment including diets in hospital ;
(*f*) a sufficient supply of medicines of good quality (section 189 of Labour Code).

An employer is liable to a fine that may amount to 100 dollars if he houses any labourer in a building the state of which or the surroundings of which is such as to endanger the health or safety of the labourer. Separate lines must be provided for labourers of different nationality or race. The controller has power to condemn lines as insanitary or to order alterations therein. New lines must be in accordance with approved type-designs.

An employer who wishes to engage labourers on a newly-opened place must first satisfy the controller of the adequacy and suitability of the arrangements made for the residence and employment of labourers and obtain a permit. The controller has power to prohibit the employment of additional labourers unless proper arrangements are made : and the Government (Chief Secretary) may prohibit the employment or retention of labourers on any place where the arrangements to protect them from ill-treatment or ill-usage are insufficient.

40. All the lines we saw were commodious and comfortable. Those of recent construction were excellent. There are two main types. In one type, the sets of rooms are on a wooden floor raised from 4 to 8 or 10 feet above the ground on masonry pillars. The roof is lofty and well ventilated. It is sometimes of asbestos but usually of corrugated iron, in both cases with an inner ceiling of planking. The partitions do not extend up to the roof, but each room is covered with wire netting which

prevents access or peeping over the partition. Each room is 12 feet by 10 feet or 10 feet by 10 feet and is allowed either to a married couple or to not more than three adults. In the space below the superstructure the labourers cook, stow firewood, keep fowls, etc. This type of dwelling raised above ground level is universal in Malaya. It is due apparently partly to the dampness of the soil and partly to the prevalence of white ants. In the other type the rooms are on a cement floor provided with drains and wooden walls are raised an inch or two above the floor to permit of flushing. In the lines of the latter type cooking is done in the verandahs. Separate cooking places have been experimentally tried but the labourers would not use them. The lines are usually built in blocks and in large estates practically constitute a village. In old estates the lines are sometimes of brick in lime very much of the type of the ordinary domestic servants' godowns in Madras but with broad sheltered verandahs in front for cooking, etc. The immediate neighbourhood of all lines is kept free of all vegetation.

The water-supply on nearly all large estates is by pipes from a protected reservoir. On smaller estates protected wells are used. Health officers have power to order the provision of fresh sources of water-supply both for drinking and bathing and to prohibit the use of any existing source. Latrines of the pit or trench type are provided, but it cannot be said that their use is as general as it might be. The Tamil labourer has yet much to learn in the matter of cleanliness in person and habits. The Controller has power at the instance of the Health officer to order the provision of latrines and to fix their sites.

41. The powers referred to in paragraph 39 have been used where necessary by the Controller on the reports of the Health officers: in one case the Chief Secretary exercised the power of prohibiting the employment of labour on an estate where malaria was very bad and prompt remedial action was not being taken. Generally, however, those responsible for the management of estates recognise that their best interests lie in maintaining their labour force in health and comfort.

42. For the general population, including labourers on estates which do not possess hospitals of their own, there are, in the Federated Malay States, 43 Government hospitals, excluding two lunatic asylum hospitals, nine gaol hospitals and two leper hospitals. The number of Indians treated at these hospitals during 1915 was 30,028 and the death-rate amongst them was 77·2 per mille of admissions. There are 15 Government out-door dispensaries, but the number of Indians treated thereat is not available. In addition there were 169 estate hospitals serving 349 out of 809 estates. At these hospitals 70,506 labourers (all classes) were treated and the death-rate was 20·42 per mille of admissions.

In the colony there are outside the towns of Penang and Singapore, three Government and eight estate hospitals in Province Wellesley, two estate hospitals in the Dindings, and four Government and six estate hospitals in Malacca. The number of Indians treated in the Government hospitals is not given separately in the medical reports: nor the number of patients treated in the estate hospitals in Province Wellesley. In the Malacca estate hospitals 4,450 persons were treated and the death-rate was 31 per mille.

43. Under the Labour Code, the Controller has power to order an estate to establish and equip a hospital and to provide a qualified resident medical practitioner. The power to require hospitals to be established on estates has been fully used and most of the estate hospitals appear to have been started in this way. The requirement of a qualified medical practitioner has not been insisted on to the same extent owing to the lack of qualified men. The latest rules (Appendix XVIII) made under the code require, however, that there shall be one resident "dresser" for every 36 patients for whom there is accommodation, and a dresser must possess a certificate as a hospital assistant from the Medical School, Singapore, or as a dresser in the Federated Malay States Medical Department, or a certificate from a health officer to the effect that he holds qualifications similar to the above.

44. The hospitals vary from very fully equipped institutions of the most modern type in charge of resident fully-qualified European doctors to barn-like structures with a scanty equipment in charge of men of the sub-assistant surgeon class. All estate hospitals are however visited once a week usually (but sometimes less often) by fully qualified private practitioners employed by the estate: and these practitioners are telephoned for in all serious cases.

The number of estate hospitals and their equipment and staffing has greatly improved during the last few years, and their further improvement and extension is being steadily pressed by the Labour Department. Attempts have been made to obtain qualified assistant surgeons and sub-assistant surgeons from Madras, but the result has been generally disappointing. Persons who have been dismissed from service in India, and drunkards, have largely composed the class of applicants: so much so that the local medical officers have come to prefer the men locally trained of whose character and steadiness they can be sure. The salary paid to a qualified man of the sub-assistant surgeon class is about 90 dollars a month. One hospital we visited was in charge of a Brahmin sub-assistant surgeon who was getting 120 dollars a month. The Labour Department is ready and willing to find employment for any competent and trustworthy men from Madras.

The Government hospitals are all in charge of qualified officers and those institutions we saw compared favourably with rural local board hospitals in Madras.

VI.—Vital statistics.—45. The compilation of vital statistics is the concern of the Government Medical departments both in the Federated Malay States and in the Colony. But the published statistics do not in all cases differentiate Indians from other classes of the population or Indian labourers from others. The population is also very diverse and fluctuating, and the birth and death rates accordingly are of little or no value for purposes of comparison. The most accurate figures are those for the estate population given in the annual reports of the Controller of Labour. These are of deaths only: the figures given for births are for the whole Indian population, large sections of which, e.g., the Sikhs and the Marakkayar community, live under conditions totally different to those of the Indian estate labourer. The information about deaths in the Controller's reports is abstracted in the following statement for the five years 1911 to 1915. The figures for Johore are taken from the reports of the Superintendent of Indian Immigrants for 1913 to 1915.

District.	1911.				1912.				1913.				1914.				1915.			
	Average population.	Death-rate per mille.	Number of estates with population over 200 and death-rate over 50 per mille.	Maximum death-rate on estates with population over 200.	Average population.	Death-rate per mille.	Number of estates with population over 200 and death-rate over 50 per mille.	Maximum death-rate on estates with population over 200.	Average population.	Death-rate per mille.	Number of estates with population over 200 and death-rate over 50 per mille.	Maximum death-rate on estates with population over 200.	Average population.	Death-rate per mille.	Number of estates with population over 200 and death-rate over 50 per mille.	Maximum death-rate on estates with population over 200.	Average population.	Death-rate per mille.	Number of estates with population over 200 and death-rate over 50 per mille.	Maximum death-rate on estates with population over 200.
FEDERATED MALAY STATES—																				
Perak	30,605	49·8	14	193·1	41,090	34·3	12	110·6	47,646	25·5	12	172·1	49,277	25·9	14	97·7	48,084	17·9	5	55·8
Selangor	53,613	60·3	44	189·4	59,396	37·2	27	215·1	72,829	29·7	24	110·5	66,938	28 5	22	89 2	60,970	20·3	9	74·9
Negri Sembilan	11,378	195·6	18	527·1	11,639	114·0	19	362·8	11,803	53·2	12	143·9	11,313	58·4	11	125·0	9,825	37·9	7	84·2
Pahang	639	109·5	2	147·0	600	78·3	1	97·1	794	46·6	1	105·2	972	24·7	..	41 2	1,311	33·5	..	43·9
Government Departments	8,060	16·5	..	46·5	13,877	14·9	3	68·6	20,383	14·2	1	55·7	21,519	12·4	..	44·9	16,618	11·1	..	42·2
Total ..	104,295	68·9	78	527·1	126,602	41·1	62	362·8	153,455	28·3	50	172·1	150,019	28·9	47	125·0	136,808	19·8	21	84 2
STRAITS SETTLEMENTS PROPER—																				
Singapore	..	..	..	..	582	12·0	..	4·1	659	15·1	..	9·6	Not available.				754	9·3	..	6·6
Penang	..	..	..	..	214	4·7	..		237	8·4	..	..					210	..	..	..
Province Wellesley	7,677	36·6	5	72·6	9,060	18·7	..	47·9	8,366	17·0	..	30·3					8,566	14·6	..	36·5
Dindings	609	50·9	1	56·3	947	14·8	..	19·3	1,249	17·6	..	13·4					1,364	12·5	..	27·5
Malacca	3,103	121·2	3	299·5	4,895	53·9	4	115·7	5,852	41·0	3	154·8					6,711	30·6	2	67·2
Government Departments	..	..	..	..	..	..	..	..	1,606	11·8	..	46·0					3,745	1·9	..	2·3
Total ..	11,389	59 7	9	299·5	15,698	28·4	4	115·7	17,969	24·3	3	154·8					21,350	17·0	2	67·2
Johore	Not available.								6,678	37·8	6	92·5	5,807	68·9	7	213·7	7,558	57·6	10	111·5

It will be seen that, in 1911, the death-rate per mille varied from 195·6 in Negri Sembilan to 49·8 in Perak and that it exceeded 50 per mille in 78 estates, the average labour population of each of which was over 200. The rate has fallen till in 1915 it varied from 37·9 in Negri Sembilan to 17·9 in Perak and exceeded 50 per mille on 21 estates only of average population over 200. In the colony, the rate varied in 1911 from 121·2 per mille in Malacca to 36·6 in Province Wellesley and in 1915 varied from 12·5 in the Dindings and 14·6 in Province Wellesley to 30·6 in Malacca. It was over 50 per mille in nine estates (of average population over 200) in 1911 and in two estates in 1915.

The comparatively low rates entered against Government departments are rather misleading, as Government labourers who fall ill and leave their employment and go into hospitals in the towns and die there are not reckoned in the returns.

These figures refer to workers only, i.e. the labour force on the employer's check roll. All children capable of doing any work and all adults except those incapacitated by old age are, as a general rule, entered on the check roll. Infants and aged people and deaths among them are thus not included in the above statement. There were only 1,112 persons over 55 years of age on estates in the Federated Malay States in 1911. But the infantile mortality there is much reason to believe to be high though statistics on the point are not available. On one large group of estates the manager found that nearly two out of every three children born died and took special measures to have the children regularly inspected by the estate doctor and fed with suitable infant foods at the estate expense. But small estates possess neither the organization nor the money to take such action.

The death-rates must therefore be considered still high in some localities especially in Negri Sembilan and Malacca. They appear to be even higher in Johore.

46. Though exact figures are not available to show the causes of death amongst Indian labourers, local enquiry and the general hospital returns leave no doubt that malaria and anchylostomiasis are answerable for much the largest number. According to the medical reports of the Federated Malay States, malaria has been the cause of from 35 to 45 per cent of the total deaths in the years 1911 to 1915 while to anchylostomiasis is attributed from 10 to 15 per cent of the deaths.

47. Much attention is being given to combating malaria. In November 1911 a Malaria Advisory Board was appointed to direct a general campaign against this disease. Before the establishment of the Board many attempts were made in various localities to reduce malaria. But except in the flat land estates near the coast where drainage and clearing over a sufficient area proved entirely effective, in no case was the improvement completely maintained. We visited an estate where 30,000 dollars had been spent on anti-malaria drainage two or three years ago. There had been no malaria after this till recently when it had broken out again, and on the morning of our visit to the hospital 98 labourers or about 6 per cent of the whole labour force of the estates served were in hospital with malaria. Quinine prophylaxis is tried but with varying results as no organization exists to ensure its systematic application. The Board aims at the extermination of anopheline mosquitoes in all thickly populated centres and wherever economically possible in rural areas. The means followed are (*a*) land drainage and clearing of drained areas; (*b*) reduction of breeding in lakes, rivers and other large bodies of water by removal of weeds and algae from shallow places; (*c*) removal of bottles, tins, boxes, shells, or any other waste articles likely to hold water and the screening of all tanks, wells or water containing vessels; (*d*) periodical use of oil or larvicides on breeding places not otherwise dealt with; and (*e*) efficient upkeep of all anti-malarial works. An Entomologist, Dr. Strickland, has also been at work for the last two or three years on researches into the epidemiology of malaria and the biology of the malaria-carrying mosquitoes. Action is also being taken to educate by pictorial cards the population generally in regard to malaria, and elementary lessons on the subject are given in schools.

The Indian labourer suffers more from malaria than the Chinese labourer because the latter always drinks tea (and so boils his water) and uses a mosquito curtain at night. The Indian will not as a rule do either. Even where curtains are provided as in hospitals, there is great difficulty in getting the Indian patients to use them.

48. As regards anchylostomiasis no regular campaign appears to have been instituted as yet; but the disease is treated regularly in the estate and Government hospitals with the chennopodium oil, and estate dressers are taught how to look for and recognise the ova.

49. *Suicide.*—Particulars of suicides amongst Indian labourers have been collected only since 1915. In 1915 there were 16 suicides in the Federated Malay States and two in the Colony proper. This makes 18 cases among an estimated population of 180,000 or a rate of 100 per million, but such a rate for one year has clearly no statistical value or significance having regard to the distribution and fluctuation of the population. The causes of suicide so far as ascertained or indicated by the circumstances were illness bodily or mental in seven cases, drink in three cases and jealousy in three cases.

VII.—Miscellaneous—50. *Education.*—Schools of varying degrees of efficiency are maintained on nearly all estates. The better class of schools (these are usually in the larger estates) are recognized by Government and receive grants-in-aid when the managers apply for such grants. There are also a few Government schools. The average attendance at the Government schools during 1915 was 1,796 out of an enrolment of 2,275 children The attendance at estate schools (not recognised by Government) is variable and depends chiefly on the personal interest taken in the schools by the estate managers. Parents usually are more anxious that their children should earn money or do household work or run errands than that they should attend school. We did not hear of any secondary or higher schools for Indian children : there is at present neither any demand nor need for such institutions. The Indian labourer has not yet made Malaya his home to anything like the same extent as in Ceylon.

51. *Repatriation.*—The Labour department estimates that the majority of the Indian labourers return to India after a stay of not more than two years. Those who keep fair health and are ordinarily industrious have no difficulty in finding the money necessary for a return passage. For those who break down in health, a Home has been established as noted in paragraph 25 and they are repatriated if fit to bear journey. Besides these, cases of destitute Indians are constantly being investigated by the labour officers who repatriate at the expense of the estate (if the relation between employer and labourer can be established) or at the expense of the Immigration Fund those unlikely to be able to earn a living in Malaya. In this manner, 593 persons were repatriated in 1913, 671 in 1914 and 1,096 in 1915. The British India Steam Navigation Company granted free tickets in many of these cases.

52. *Settlement on land.*—So far as we could ascertain there is no positive bar to the acquisition of land for cultivation as their own holdings by Indians ; but with the exception of some areas of rice cultivation on the flat land near the coast which is almost entirely in the hands of Malays, there seems to be no land suitable for small holdings ; nor does the Indian labourer evince any disposition to settle in the country as a cultivator on his own account. On the old estates in the north (North Perak and Province Wellesley) the estate labourers often cultivate small patches of estate land with vegetables or *ragi.*

53. *Sex proportion.*—The exact numbers of males and females among the Indian labouring population in 1911 cannot be ascertained as, at the census, the Muhammadan Marakkayar community which consists chiefly of traders and shop-keepers was enumerated as Tamil, while both they and Malays were reckoned as Muhammadans : and under the category Hindu came the Sikhs, Pathans and Chetti community as well as Tamil, Telugu and Malayalee labourers. Making allowance for these factors, it may be estimated that there were 5 males to every 2 females in the Indian labouring population in the Colony ; and in the Federated Malay States the proportion was 3 males to 1 female. The proportion of women to men was higher among the Telugus (4 to 7) and much lower (1 to 10) among the Malayalees who do not generally take their womenfolk with them.

The following table gives the proportion of women to men among the immigrant labourers arriving from India each year from 1908 to 1916 :—

PERCENTAGES of females to males among the immigrant labourers in Malaya.

Year.	Number of arrivals among labourers.		Proportion of females to 100 males.
	MALES.	FEMALES.	
1908	22,538	4,759	21·1
1909	21,684	4,398	20·3
1910	51,133	11,737	22·9
1911	67,977	16,412	24·1
1912	63,410	16,428	25·9
1913	72,013	19,223	26·7
1914	29,480	7,425	25·2
1915	44,179	10,702	24·2
1916	55,566	16,525	29·8

It will be seen that the proportion before 1911 was only about 1 female to 5 males, but it has gradually improved and now is about 1 female to 4 (rather less) males.

Whatever may have been the case some years ago before the Straits Government appointed its officers to supervise the recruitment of labour in India, female emigrants now consist of married women and girls accompanying, or going to, their husbands or parents respectively. In the old established estates in Province Wellesley and the Selangor Coast districts the labourers live in families; there are almost as many women as men, and children abound. Many of the families have settled down permanently and have no intention of returning to India save perhaps for a short visit. In the other parts of the country, there are many more single men, but the women are either living with their husbands or are minor girls living with their parents. Some prostitutes there no doubt are, but we certainly could find no indications of any general immorality nor was the existence of any such conditions locally alleged.

It is in the cooking of his food that the single Tamil labourer most feels the want of his womenfolk. He, however, has no intention of remaining in the country for more than a year or two.

54. *Caste of emigrants and facilities for exercise of religious rites.*—The great majority of Tamil emigrant labourers are of low caste—Pariahs, Pallas, Padayachis and Goundans. Among the Telugus there are some Telegas as well as Malas and Madigas. The Malayalee labourers are mostly Tiyas, but some Nayars and Moplahs also go.

No restrictions are placed on the labourers in regard to the exercise of any of their customary ceremonial rites. There are temples on most estates though they are usually not so elaborate or well built as in Ceylon.

N. E. MARJORIBANKS.

A. K. G. AHMAD TAMBI MARAKKAYAR.

APPENDIX I

(*See paragraph 4 of Ceylon Report.*)

Arrivals and Departures of Indian Labourers.

From 1855 *to* 1915.

Note.—The figures for years previous to 1900 include third-class passengers other than labourers.

Percentages of arrivals.			Arrivals.					Departures.			
Men.	Women.	Children.	Year.	Men.	Women.	Children.	Total.	Men.	Women.	Children.	Total.
89·23	8·61	2·16	1855	51,979	5,018	1,270	58,267	23,131	573	313	24,017
87·16	9·32	3·52	1856	59,263	6,342	2,399	68,004	32,148	1,502	659	34,309
86·63	10·06	3·31	1857	60,048	6,974	2,298	69,320	36,887	2,278	772	39,937
78·26	16·83	4·91	1858	75,172	16,172	4,718	96,062	45,747	3,277	1,416	50,440
80·79	14·45	4·76	1859	32,397	5,797	1,911	40,105	43,900	3,722	1,196	48,818
79·16	16·89	3·95	1860	41,906	8,946	2,093	52,945	21,279	1,874	721	23,874
80·70	15·30	4·00	1861	43,147	8,175	2,110	53,432	32,636	3,487	1,079	37,202
75·28	18·14	6·58	1862	51,859	12,503	4,534	68,896	35,577	4,691	1,641	41,909
76·13	16·76	7·11	1863	53,828	11,858	5,032	70,718	50,334	7,804	3,627	61,765
77·13	17·37	5·50	1864	63,087	14,214	4,499	81,800	54,724	8,526	4,029	67,279
73·66	18·80	7·54	1865	66,007	16,831	6,759	89,597	51,504	8,478	4,555	64,537
66·21	26·87	6·92	1866	58,488	23,723	6,117	88,328	38,997	6,717	3,515	49,229
60·04	35·69	4·27	1867	31,688	18,836	2,255	52,779	35,507	7,293	3,198	45,998
74·87	20·32	4·81	1868	41,499	11,510	2,682	55,691	44,820	7,524	2,182	54,526
76·29	19·33	4·38	1869	43,998	11,150	2,523	57,671	43,826	8,330	2,175	54,331
79·20	16·61	4·19	1870	51,644	10,835	2,735	65,214	44,787	8,035	2,260	55,082
79·17	17·48	3·35	1871	70,090	15,471	2,968	88,529	55,603	9,660	3,347	68,610
79·90	15·25	4·85	1872	64,018	12,216	3,887	80,121	59,005	10,783	4,247	74,035
79·42	15·91	4·67	1873	70,687	14,166	4,159	89,012	63,238	12,075	5,316	80,629
76·43	17·10	6·47	1874	95,659	21,400	8,097	125,156	73,210	10,699	5,818	89,727
76·87	16·56	6·57	1875	66,659	14,358	5,695	86,712	77,074	11,808	6,637	95,519
73·87	17·39	8·74	1876	121,743	28,670	14,384	164,797	73,668	11,532	6,770	91,970
65·93	23·52	10·55	1877	117,181	41,786	18,614	177,581	72,791	10,458	5,360	88,609
84·66	10·74	4·60	1878	170,247	21,584	9,262	201,093	72,148	13,512	5,528	91,188
84·45	7·98	7·57	1879	149,423	14,110	13,364	176,897	63,431	12,162	5,157	80,750
79·16	13·78	7·06	1880	36,092	6,286	3,222	45,600	54,410	12,524	6,749	73,683
79·58	14·45	5·97	1881	42,679	7,789	3,419	53,887	48,686	9,776	4,778	63,240
80·35	14·34	5·31	1882	40,901	7,301	2,705	50,907	44,725	8,814	4,281	57,820
81·05	12·14	6·81	1883	31,778	4,759	2,667	39,204	41,137	8,148	3,677	52,962
79·47	13·55	6·98	1884	36,381	6,203	3,193	45,777	39,365	7,083	3,637	50,085
77·79	14·53	7·68	1885	37,181	6,943	3,670	47,794	38,695	6,592	3,576	48,863
79·19	13·84	6·97	1886	31,602	5,525	2,780	39,907	36,009	6,190	3,051	45,250
77·88	16·09	6·03	1887	56,582	11,696	4,382	72,660	45,266	6,796	3,059	55,121
77·70	16·20	6·10	1888	64,170	13,376	5,041	82,587	46,878	6,441	2,486	55,805
77·10	16·11	6·79	1889	47,597	9,947	4,191	61,735	44,103	6,405	2,111	52,619
73·10	18·19	8·71	1890	61,484	15,300	7,322	84,106	39,450	5,078	1,228	45,756
72·83	18·47	8·70	1891	75,121	19,051	8,977	103,149	51,959	6,761	1,322	60,042
71·70	18·45	9·85	1892	83,504	21,494	11,474	116,472	57,604	8,163	1,849	67,616
71·75	16·52	11·73	1893	65,782	15,149	10,745	91,676	52,086	16,048	5,047	73,181
74·25	15·50	10·25	1894	63,310	13,200	8,735	85,245	46,840	14,977	4,575	66,392
70·70	16·40	12·90	1895	87,385	20,272	15,954	123,611	59,260	15,809	5,604	80,673
72·03	16·91	11·06	1896	92,452	21,711	14,187	128,350	70,755	16,988	5,538	93,281
69·71	17·92	12·37	1897	106,722	27,434	18,919	153,075	77,584	19,888	11,741	109,213
73·89	13·70	12·41	1898	97,484	17,943	16,487	131,914	83,796	17,634	4,276	105,706
82·30	10·70	7·00	1899	56,488	7,320	4,585	68,393	59,930	16,388	5,311	81,629
64·00	17·00	19·00	1900	132,183	40,827	34,984	207,994	76,231	24,493	12,212	112,936
69·00	19·00	12·00	1901	83,526	22,386	14,691	120,603	84,465	23,888	9,990	118,343
76·91	12·15	10·94	1902	73,580	11,475	9,377	‖ 94,432	†	†	†	77,197
69·30	16·81	13·89	1903	44,067	10,668	8,711	63,446	†	†	†	47,715
68·72	17·33	13·95	1904	52,892	13,349	10,733	‖ 76,965	†	†	†	56,246
63·80	17·93	18·27	1905	110,510	31,053	31,610	* 173,173	†	†	†	65,513
66·26	17·30	16·44	1906	82,620	21,573	20,496	‖ 124,689	†	†	†	59,659
61·23	21·99	16·78	1907	34,122	12,247	9,355	55,724	†	†	†	63,671
61·39	21·87	16·74	1908	53,042	18,897	14,462	§ 86,401	‡ 76,396	†	† 2,344	78,740
59·62	22·94	17·44	1909	47,593	18,321	13,931	79,845	‡ 59,188	†	† 2,099	61,287
58·77	23·52	17·71	1910	69,701	27,908	21,004	‖ 118,613	‡ 62,626	—	† 2,034	64,660
59·52	22·71	17·77	1911	58,052	22,156	17,328	97,536	—	—	—	58,916
58·21	22·04	19·75	1912	68,638	25,983	23,289	117,910	—	—	—	77,840
58·19	22·36	19·45	1913	69,961	26,880	23,389	120,230	—	—	—	90,374
59·37	22·12	18·51	1914	46,310	17,253	14,441	78,004	—	—	—	49,031
57·05	21·69	21·26	1915	54,092	20,565	20,152	94,809	—	—	—	38,298
73·45	16·75	9·80	Total ..	4,369,908	996,931	584,149	5,950,988	2,688,806	442,727	190,550	4,208,233

* This is according to Master Attendant's return. The Principal Collector of Customs gives the total as 160,080 only.

† Separate figures for men, women and children not given ; the totals under these columns are only up to 1901.

‡ Adult men and women only.

§ This is as per Principal Collector of Customs' return, but it is less than the total number of coolies who passed through the Ragama Camp.

‖ For 1902, 1904, 1906 and 1910, the customs returns give 87,763, 77,302, 88,945 and 112,202 respectively.

APPENDIX II

(See paragraph 22 of Ceylon Report.)

"A" FORM. (1)

No. "B".

The Ceylon Labour Commissioner, Trichinopoly.

Superintendent ______
Estate ______
Tin Ticket No. ______
Date ______
Post Office ______
Head Kangany ______
Sub-Kangany ______
Pay ______ Kangany / Coolie
(an Estate employé registered under the Labour Ordinances.)
Son / Daughter of ______ age ______
Caste ______ Village ______
Taluk ______ P.O. ______
District ______ Preliminary advance of Rs. ______ at ______
and a further advance of Rs. ______
for every adult he/she brings new to the Estate, exclusive of rail fare
and batta, to the ______ Agency.

______
Superintendent.

"A" FORM. (2)

DUPLICATE.

(Not negotiable.)

No. "B".
The Ceylon Labour Commissioner, Trichinopoly.

Superintendent ______
Estate ______
Tin Ticket No. ______
Date ______
Post Office ______
Head Kangany ______
Sub-Kangany ______
Pay ______ Kangany / Coolie
(an Estate employé registered under the Labour Ordinances)
Son / Daughter of ______ age ______
Caste ______ Village ______
Taluk ______ P.O. ______
District ______ Preliminary advance of Rupees ______ at ______ and a further advance of Rupees ______ for every adult he/she brings new to the Estate, exclusive of rail fare and batta, to the ______ Agency.

______
Superintendent.

Send this to the Ceylon Labour Commissioner, Trichinopoly.

(Reverse.)

Memoranda.

(*a*) Rate per head for coolies not of full working ages Rs. ______
(*b*) Identification marks of payee.
(*c*) Special conditions governing payment.
(*d*) Thumb mark of payee.

At Estate.	At Coast.

(*e*) Specimen signature of payee.

______
Superintendent.

"A" FORM (3)

TRIPLICATE.

(Not Negotiable.)

No. "B".

The Ceylon Labour Commissioner, Trichinopoly.

Estate ______ T.T. No. ______
Pay to ______ (an estate employee registered under the Labour Ordinances) described in duplicate hereof, Preliminary advance of Rs. ______ and further advance of Rs ______ for each adult and Rs. ______ for each person under full working age new to the Estate, brought to ______ Agency.
Special conditions governing payment—

Conditions of employment on Estate—

1. Wages per day.

	Men. Cents.	Women. Cents.	Children. Cents.
Field work	—to—	—to—	—to—
Factory work	—to—	—to—	—to—

2. Extra wages for extra work done.
3. Wages are paid monthly direct into coolies' hands by the Superintendent.
4. All grievances are immediately enquired into and redressed by the Estate Superintendent. He is always accessible to coolies and understands the vernacular.
5. Coolies wishing to write or send money to their villages will be assisted by the Estate Superintendent.
6. Free quarters, medical aid and firewood are provided.
7. Good drinking water is available.
8. Coolies can have their own form of worship and celebrate their festivals in their usual way. Free schools are provided for coolies' children.
9. Working tools, baskets and implements are supplied free of charge.
10. Good rice supplied to coolies at low rates.
11. Conditions regarding free passage and other concessions :—

(Reverse).

Memoranda.

(*a*) Identification marks of payee.

(*b*) Thumb mark of payee.

At Estate.	At Coast.

(*c*) Specimen signature of payee.

Date ______ *Superintendent.*

(The Superintendent should delete any of the foregoing conditions which do not apply to his Estate, as otherwise they will be incorporated in the Recruiting Certificate issued by the Commission in India.)
Give this to payee, do not send it to Trichinopoly.

APPENDIX III

(*See paragraph 22 of Ceylon Report.*)

AGENCY SERIAL NO ______

CEYLON LABOUR COMMISSION, TRICHINOPOLY.

சிலோன் லேபர் கமிஷன், திருச்சினாப்பள்ளி.

for ______ Estate, T.T. No. ______ P.O., Ceylon.

சிலோன் ______ போஸ்டு ஆபீசுக்கு அருகாமையிலுள்ள ______

தோட்டத்திற்கு கூலியாட்கள் சேர்க்கை.

தோட்டத்தில் வேலைசெய்வதற்குரிய நிபந்தனைகள்.

நாள் ஒன்றுக்குக் கூலி.	ஆண் ஆள்.		பெண் ஆள்.		பையன் அல்லது சிறு பெண்.	
	ரூ. அ. பை.	ரூ. அ. பை.	ரூ. அ. பை.	ரூ. அ. பை.	ரூ. அ. பை.	ரூ. அ. பை.
தோட்ட வேலை ...	______ முதல்	______	______ முதல்	______	______ முதல்	______
கிடங்கு வேலை ...	______ முதல்	______	______ முதல்	______	______ முதல்	______

2. அதிக வேலை செய்தால் அதிக கூலி சம்பாதிக்கலாம்.
3. சம்பளம் தோட்டத்து துரையவரால் மாதாமாதம் கூலிகள் கையிலே கொடுக்கப்படும்.
4. எல்லா முறைப்பாடுகளையும் தோட்டத்து துரை உடனே விசாரணை செய்து பரிகாரம் செய்வார். தோட்டத்து துரையை கூலியாட்கள் எப்பொழுதும் நேரில் பார்க்கக்கூடும். அவருக்கு கூலிகளுடைய பாஷை தெரியும்.
5. தங்கள் ஊருக்கு பணம், கடுதாசி முதலியவை அனுப்ப ஆசைப்படும் கூலியாட்களுக்கு தோட்டத்து துரை உதவி செய்வார்.
6. வாடகையில்லாத வீடுகளும், மருந்தும், விறகும் கூலியாட்களுக்குக் கொடுக்கப்படும்.
7. குடிக்க நல்ல ஜலம் கிடைக்கும்.
8. கூலியாட்கள் தங்கள் தங்கள் மதக்கொள்கைப்படி தேவதாராதனை செய்யலாம். திருநாள் உற்சவமும் அவரவர் வழக்கம்போல் கொண்டாடலாம். கூலிகளின் குழந்தைகள் படிக்க தர்ம பள்ளிக்கூடங்களிருக்கின்றன.
9. வேலை செய்வதற்குவேண்டிய கூடை முதலிய சாமான்கள் இனமாகக்கொடுக்கப்படும்.
10. நல்ல அரிசி குறைந்த விலைக்கு கூலியாட்களுக்குக் கொடுக்கப்படும்.
11. வழிப்பிரயாணம் முதலிய சங்கதிகள் பின்வருமாறு:—

______

முக்கிய கவனிப்பு.

சிலோனுக்கு கூலியாட்கள் போவது நிபந்தனைக்குட்பட்டதில்லை. அவாளவாள் இஷ்டத்தைப்பொருத்தது. யாதொரு ஒப்பந்தச் சீட்டும் எழுதிக்கொடுக்க அவசரமில்லை.

எல்லா கூலியர்ட்களும் சிலோன் லேபர் கமிஷன் ஏஜண்டுகள் உள்ள இடங்களில் தாக்கல் செய்யப்படுகிறார்கள். ஆகையால் அவர்களுடைய சொந்தக்காரர் இந்த ஏஜண்டுகள் வழியாய் அவர்களைப்பற்றி விபரம் தெரிந்துகொள்ளலாம்.

சிலோனுக்கு கூலியாட்கள் பதிவுசெய்துகொள்ளப்பட்ட நாள் முதற்கொண்டு அவர்கள் கப்பலேறுகிறவரையில் அவர்களுக்கு வேண்டியதெல்லாம் குறைவில்லாமல் நடப்பதுமன்றி கங்காணி முதலியோரால் இம்சைப்படாமலும் பொருள் நஷ்டப்படாமலும் பாதுகாக்கப்படுவார்கள்.

______ Agent, C. L. C.

______ Ceylon Labour Commisssioner.

Date ______

அறிக்கை.

1. தென் இந்தியாவிலுள்ள தேயிலை, காப்பி, ரப்பர் தோட்டங்களுக்கு அருகாமையில் கூலியாட்களைச் சேகரிக்கக்கூடாது.
2. மைனர்களையும் விவாகமான பெண்களையும் அவரவர்களுடைய பெற்றோர் அல்லது புருஷர்களுடைய அனுமதியின்றி சேர்க்கக்கூடாது. அப்படி சேர்ப்பவர்கள் தண்டனைக்குள்ளாவார்கள். அன்றியும் கூலிவேலைக்கு லாயக்கில்லாதவர்களை சேர்க்கக்கூடாது.
3. ஆள் சேர்க்கும் ரெக்ரூட்டிங் டிப்போவிலிருந்து கூலிகளை கொண்டுவரக்கூடாது.
4. ஏதாவது உனக்கு இடைஞ்சல் நேரிடுமாகில் திருச்சினாப்பள்ளியிலுள்ள **சிலோன் லேபர் கமிஷனர் துரையவர்களுக்கு** நேரிலாவது தந்தி அல்லது கடிதமூலியமாகவாவது மனுசெய்துகொண்டால் அவர் விசாரிப்பார்.
5. இந்தப் பத்திரத்தை உடையவர் கூலியாட்களை சேகரிப்பதில் ஏதாவது சட்டத்திற்கு விரோதமான தாராகிர்த நடவடிக்கைகளைச் செய்வாராகில், அப்படிப்பட்ட நடவடிக்கைகளுக்கு அவர்தானே பாத்தியப்படவேண்டியவரே தவிர, சிலோன் லேபர் கமிஷன் உத்தியோகஸ்தர்கள் உத்திரவாதியாயிருக்கமாட்டார்களென்பதை இதனால் விபரமாக தெரிந்துகொள்ளவேண்டியது.

முக்கியமான எச்சரிக்கை.

இந்த பத்திரமானது சிலோன் லேபர் கமிஷனுக்குச் சொந்தமானது. இதை வைத்திருப்பவர்க்கு இதை அடவு வைக்கவாவது, விற்கவாவது பாத்தியம் கிடையாது. அப்படி இந்த பத்திரத்தை ஈடாக வைத்துக்கொண்டு பணமாவது வேறு வஸ்துக்களாவது கொடுப்பவர்கள் கடின தண்டனைக்குள்ளாவார்கள்.

When making subsequent payments thumb impressions must be taken and compared. } Right hand thumb mark. } }

PARTICULARS OF THE KANGANY

______ Kangany, son of ______ age ______

Caste ______ Village ______

Taluk ______ P.O. ______

District ______ A.F. No. ______ dated ______

Rate per head { Adults Rs. ______
Working children Rs. ______

Estate Instructions { ______

______

Memo. regarding transference of A. Form No. ______

AGENT'S INITIAL.

To ______ Agency on ______

,, ______ ,, ______

,, ______ ,, ______

,, ______ ,, ______

இந்த பத்திரமானது ______ வரைக்கும் செல்லும்.

TRANSLATION OF THE VERNACULAR PORTION IN APPENDIX III

CEYLON LABOUR COMMISSION, TRICHINOPOLY.

To recruit labourers for work on the *estate near* *Post Office, Ceylon.*

Conditions of labour on the estates—

Wages per diem.	Man.	Woman.	Child.
Field work	to	to	to
Factory work	to	to	to

2. Extra wages may be earned for extra work done.

3. Wages are paid monthly direct into the labourers' hands by the Superintendent.

4. All grievances are immediately enquired into and redressed by the Superintendent. He is always accessible to labourers and understands their language.

5. Labourers desirous of writing or sending money to their villages will be given every assistance by the Superintendent.

6. Free quarters, medicines and firewood are provided.

7. Good drinking water is available.

8. Labourers can have their own forms of worship and celebrate their festivals in their usual way. Free schools are provided for the education of the labourers' children.

9. Working tools, baskets, etc., are provided free of charge.

10. Good rice is supplied to labourers at low price.

11. Conditions regarding passage and other concessions—

Important notice.

Emigration to Ceylon is under no form of control. It depends upon the will of the emigrant. It is not necessary to execute any kind of document.

All labourers are registered in places where there are agents of the Ceylon Labour Commission. Hence their relatives can obtain information about them through these agents.

From the date of registration for despatch to Ceylon up to the date of embarkation, the kanganis, etc., will supply the labourers with all necessaries and will look after their person and property.

Agent, Ceylon Labour Commission. *Ceylon Labour Commissioner.*

NOTE (1)—Labourers cannot be recruited from areas near the tea, coffee or rubber estates in Southern India.

(2) Minors and married women cannot be recruited without the consent of their parents or husbands. Those who recruit in contravention of this rule will be liable to punishment. Those who are physically unfit for work should not also be recruited.

(3) Labourers shall not be brought from recruiting depots.

(4) In case of any difficulties, the Ceylon Labour Commissioner, Trichinopoly, will make the necessary enquiries if you communicate with him direct either by letter or by wire.

(5) The bearer shall hold himself responsible for any offence under any law or rule he commits in recruiting labourers. The officers of the Ceylon Labour Commission will not hold themselves responsible in such cases.

Important note.

This document is the property of the Ceylon Labour Commission. The holder of this cannot mortgage it or sell it. Those who give money or any other article holding this as a pawn will be liable to severe punishment.

This document is valid till the

APPENDIX III-A.

(*See paragraph 27 of Ceylon Report.*)

(*a*)

The Proprietors' Labour Federation of Ceylon.

Thundu.

No. Tin Ticket No.
Date Estate
Post Town

* On receipt of their debt / One month from date, kangany and coolies will be paid off from above estate. Thundu available for *one month* from date of issue.

The kangany and coolies owe Rs. which is the *face value* of this thundu. Details in accordance with the provisions of rule 20 will be furnished to Federated Estates on application.

Superintendent.

* Erase that which does not apply.

(*b*)

Thundu.

No. estate.
Date.

On the day of 191 , bearer , kangany and coolies will be paid off from this estate on bringing Rs. .

This note holds good until the day of 191 only, when it must be returned for renewal if necessary.

Superintendent.

Names.

Adults.		Children.	
Males.	Females.	Males.	Females.

APPENDIX IV.

(See paragraph 38 of Ceylon Report.)

A—Estate.

Month.	Number of labourers worked.	Total number of days worked.	Average days per labourer per month.	Total amount of pay.	Average pay per day per labourer.	Extra pay, cash tapping and scrapping.	Total pay per month.	Average pay per labourer per month.	Remarks.
				RS. C.	CENTS.	RS. C.	RS. C.	RS. C.	
1916.									
January	293	5,557	19	2,661 31	47	869 31	3,530 62	12 05	Actual pay.
	293	7,032	24	3,305 04	47	869 31	4,174 35	14 24	Possible pay if labourers worked full time.
February	280	5,390	19	2,563 41	47	424 11	2,987 52	10 67	Actual pay.
	280	7,000	25	3,290 00	47	424 11	3,714 11	13 26	Possible pay if labourers worked full time.
March	287	5,827	20	2,772 46	47	420 88	3,193 34	11 12	Actual pay.
	237	7,749	27	3,642 03	47	420 88	4,062 91	14 16	Possible pay if labourers worked full time.
April	260	4,386	17	2,199 61	50	602 82	2,802 43	10 77	Actual pay.
	260	6,500	25	3,250 00	50	602 82	3,852 82	14 82	Possible pay if labourers worked full time.
May	246	4,748	19	2,277 74	48	638 28	2,916 02	11 85	Actual pay.
	246	6,642	27	3,188 16	48	638 28	3,826 44	15 55	Possible pay if labourers worked full time.
June	289	5,305	18	2,542 16	48	447 30	2,989 46	10 34	Actual pay.
	289	7,514	26	3,606 72	..	447 30	4,054 02	14 02	Possible pay if labourers worked full time.
July	306	6,217	20	2,866 55	46	477 99	3,344 54	10 93	Actual pay.
	306	7,956	26	3,659 76	46	477 99	4,137 75	13 52	Possible pay if labourers worked full time.
August	310	6,636	21	3,244 76	49	557 04	3,801 80	12 26	Actual pay.
	310	8,370	27	4,101 30	49	557 04	4,658 34	15 02	Possible pay if labourers worked full time.
September	284	6,213	22	3,430 23	55	526 26	3,956 49	13 93	Actual pay.
	284	7,384	26	4,061 20	55	526 26	4,587 46	16 15	Possible pay if labourers worked full time.
October	270	5,689	21	3,003 56	52	586 95	3,590 51	13 29	Actual pay.
	270	6,480	24	3,369 60	52	586 95	3,956 55	14 65	Possible pay if labourers worked full time.
November	290	6,521	22	3,447 70	52	660 92	4,108 62	14 16	Actual pay.
	290	7,540	26	3,920 80	52	660 92	4,581 72	15 79	Possible pay if labourers worked full time.

B—Estate.

Work and wages of one gang.

Month.	Men.			Women.			Children.		
	Number who worked.	Days worked.	Average wages.	Number who worked.	Days worked.	Average wages.	Number who worked.	Days worked.	Average wages.
			RS.			RS.			RS.
January	32	20·4	7·50	28	16·1	5·29	6	16 7	3·65
February	30	20·2	7·51	22	19·5	6·18	7	16·6	4·03
March	30	22 1	8·33	22	17·6	5·30	9	15 3	2·78
April	29	20 9	7·72	21	15·6	4·87	7	18·4	3·29
May	26	21 1	7·87	20	16·4	5·13	6	15·3	3·83
June	28	24·5	9·08	19	21·4	6·42	7	17·7	4·24
July	28	24	8·94	18	20·7	6·26	7	18·6	4·24
August	28	25·6	10·55	19	17·4	6·73	10	18·9	4·73
September	27	25·5	9·28	16	21·4	6·43	10	16·1	3·75
October	28	24·2	9·53	18	20·2	6·66	7	17·8	4·80
November	28	22·7	9·24	17	21·1	7 43	8	19·8	4·96
December	26	25·4	10·15	17	27·1	9·44	10	17	4·35
Average ..	28·3	23	8·78	19·2	19·6	6·24	7·8	17·4	4·07

Remarks.—Twenty-seven of the labourers are tappers, and during the year there were only two Sundays on which there was no tapping. The average pay earned by the 27 tappers was, say, 50 cents per Sunday. Others did cash manuring, weeding, scrapping, etc., but no record of the amount earned by each labourer has been kept.

C—Estate.

Work and wages of one gang.

Month.	Men.				Women.				Children.			
	Number of workers.	Number of working days.	Days worked.	Average wages.	Number of workers.	Number of working days.	Days worked.	Average wages.	Number of workers.	Number of working days.	Days worked.	Average wages.
				RS.				RS.				RS.
January	59	26	22	10·18	48	26·1	17·3	5·22	22	26	18·4	4·68
February	59	25·4	21·7	9·50	48	25·4	18·9	4·63	22	25·4	20·5	4·18
March	59	27	23 3	10·35	48	27	19·4	5·46	22	27	23·3	5·25
April	59	25	21·2	9·70	48	25	17	5 93	22	25	21 2	6 06
May	59	27	22·2	10·42	48	27	19	6·61	22	27	20·4	5·48
June	59	26	22	10·53	48	26	20·4	7·81	22	26	21·4	6·48
July	59	26	21·4	10·14	48	26	17	5·47	22	26	21·5	5·05
August	59	27	21·7	10·32	48	27	19·6	7	22	27	22·1	6·62
September	59	26·3	23·2	10·84	48	26·3	19·1	6·59	22	26·3	22·7	6·36
October	59	26	21·1	10·12	48	26·3	17·2	5·59	22	26·3	19 3	5·11
November	59	26·3	21·4	10·34	48	26·3	17·8	5·69	22	26·3	21·3	5·91
December	59	26	21·1	9·69	48	26	19	7·06	22	26	22·3	7·06
Average ..	59	26·2	21 8	10·18	48	26	18·5	6·09	22	26·2	21·2	5·69

Remarks.—This includes extra payments, Sunday cash, etc.

D—Estate.

Work and wages of one gang.

Month.	Number of days in which labourers might have worked.	Men.			Women.			Children.		
		Number who worked.	Average number of days worked.	Average wages.	Number who worked.	Average number of days worked.	Average wages.	Number who worked.	Average number of days worked.	Average wages.
				RS.			RS.			RS.
January	26	29	21	9·03	26	18·3	5·45	5	21·6	4·95
February	25	30	21·4	8·26	23	19	5·52	6	22·2	4·99
March	27	30	20·4	7·54	24	16·3	4·52	6	17·7	4·07
April	26	30	21·6	8·82	22	17·4	5 06	4	17·2	4·14
May	27	29	22·2	9·27	22	18·9	5·59	5	19·4	4·38
June	26	30	19·7	7·86	22	18·7	5·21	5	20	4·79
July	26	31	22·5	8·72	23	21	6·02	5	22·6	8·99
August	27	29	24	10·12	22	22·6	6·55	6	24	5·36
September	26	29	24	9·91	22	22	6·08	6	24	4·86
October	26	29	20·7	8·46	25	17·5	5·03	6	21·3	4·70
November	26	25	23·3	10·17	22	22·4	6·33	3	24	5·58
December	27	29	25·6	10·89	27	20·7	6·17	4	24	5·84
Average ..	26·3	29·2	22·2	9·07	23·3	19·4	5·62	5·1	21·4	4·85

REMARKS.—There was only cash tapping on a few Sundays, when men tappers received 40 cents cash and women 30 cents for work until midday. A bonus of Re. 1 was paid to all regular tappers at the Deepavali festival.

E—Estate.

Work and wages of one gang.

Month.	Number of workable days.	Men.			Women.			Children.		
		Number who worked.	Days worked.	Average wages.	Number who worked.	Days worked.	Average wages.	Number who worked.	Days worked.	Average wages.
1915.				RS.			RS.			RS.
December	26	49	19 5	9·24	49	16 5	4 95	19	23	5
1916.										
January	24	49	15·9	8·59	38	17·1	4·42	24	20·1	4·31
February	25	50	16·7	6 93	27	12	3·12	18	20·9	4·64
March	27	39	20 5	8·95	36	15 4	3·68	19	22	4·44
April	25	38	19	9·03	35	13·3	4·03	19	20	5·17
May	27	44	19·4	8·56	37	14·6	4·14	19	18·6	4·01
June	26	42	19·6	8·68	35	14	4·56	21	17·2	4·08
July	26	45	19·9	8·95	32	15·9	4·25	20	19·4	4·56
August	27	41	22·5	9·94	37	16·8	4·73	20	21·1	4·85
September	26	40	21·2	9·22	32	18	5	19	20 3	4·73
October	24	45	19·5	8·43	35	14·1	3·84	20	22 8	4·77
November	26	42	21·5	9·29	32	17·4	4·97	21	21·1	5·17
Average ..	25·7	43·7	19·5	8·78	35·4	15·5	4·34	19·9	20·5	4 66

REMARKS.—Over and above the check roll pay, cash payments for over-time and extra work amounts to Rs. 1·85 per head per month.

It would have been possible for the gang to have drawn more pay had they worked more days.

F—Estate.

Work and wages of one gang.

Month.	Number of working days.	Men.			Women.			Children.		
		Number who worked.	Days worked.	Average wages.	Number who worked.	Days worked.	Average wages.	Number who worked.	Days worked.	Average wages.
				RS.			RS.			RS.
January	27	73	22·3	7·74	43	19·3	4·97	10	23·6	3·66
February	25	57	21	8·07	42	17·2	4·67	14	20·7	3·57
March	26	45	20	7·79	43	18·3	5·15	20	20·2	3·62
April	29	45	19 7	8 31	43	16·5	4·82	19	20	3·58
May	30	46	19·8	7·77	40	17·3	4·84	15	20	3·64
June	29	42	23·4	8·81	33	14·6	4·04	18	19	3·55
July	28	45	22·1	8·17	26	18	4·58	16	19·8	3·86
August	27	40	21·6	8·01	27	17·5	4·57	17	18	3·41
September	30	57	21·2	8·49	35	18	5·05	23	6·9	3·02
October	30	53	23·4	9 30	38	21	5 45	21	23·8	5·04
November	28	56	21·3	8·69	40	18·1	5·36	18	22·7	4·99
December	29	54	24·3	9·61	39	19·8	5·30	21	23	5·19
Average ..	28·2	51·1	21·7	8·40	37·4	18·0	4·93	17·7	20·6	3·96

This excludes over-time payments made to labourers.

APPENDIX V

(*See paragraph* 47 *of Ceylon Report*).

(*a*)

Ordinance No. 9 of 1912.

An Ordinance to consolidate and amend the Ordinances relating to the medical wants of labourers in planting districts.

Henry McCallum.

WHEREAS it is expedient to consolidate and amend the Ordinances relating to the medical wants of labourers in planting districts: Be it therefore enacted by the Governor of Ceylon, by and with the advice and consent of the Legislative Council thereof, as follows: Preamble.

Chapter I.

Preliminary.

1. This Ordinance may be cited as "The Medical Wants Ordinance, No. 9 of 1912." Short title.

2. In this Ordinance, unless the context otherwise implies—

"Medical Officer" includes any district medical officer and any officer of the Medical Department charged with duties of supervision or inspection in connection with estates. Definitions.

"District Medical Officer" includes district medical assistant, visiting medical officer, and visiting apothecary.

"Estate" means any estate in which labourers are employed having ten acres of land actually cultivated in tea, rubber, coffee, cacao, cardamoms, coca, camphor, pepper, or cinchona.

"Government Agent" includes Assistant Government Agent.

"Hospital" means any Government hospital.

"Dispensary" means any Government dispensary.

"Labourer" means a labourer employed upon an estate and includes kangany and female labourer, and any child or other relative of a labourer resident upon the same estate.

"Immigrant labourer" means any labourer as defined by section 2 of Ordinance No. 9 of 1909.

"Prescribed" means prescribed by rules made under this Ordinance or, in the absence of such rules, by departmental rules or orders.

"Superintendent" means any person in the immediate charge of an estate.

Chapter II

Organization of Estates Medical Districts.

3. It shall be lawful for the Governor, by order in Executive Council, to declare any district of the Colony an estates medical district for the purposes of this Ordinance, and to define the limits of the district by reference to the estates comprised therein. Governor may declare estates medical districts.

4. There shall be established for every medical district such hospitals and dispensaries as may be necessary for the medical wants of the estates of the district. District hospitals and dispensaries.

5. The Governor may appoint district medical officers and apothecaries for any estates medical district at such salaries as may from time to time be provided by the Legislature, and with such duties as he may from time to time determine. District medical officers.

Chapter III

Duties of Medical Officers.

6. It shall be the duty of a district medical officer for the purposes of this Ordinance— Duties of district medical officer.

(*a*) Upon the written request of a superintendent, to visit any sick labourer upon his estate;

(*b*) To direct the removal to hospital of any such sick labourer whose removal he may consider necessary;

(*c*) To attend upon all such labourers who at the direction of a district medical officer or otherwise may be admitted to hospital.

7. It shall be the duty of every medical officer (being a duly qualified medical practitioner registered under sections 12 and 13 of Ordinance No. 2 of 1905) for the purposes of this Ordinance from time to time— Duties of medical officer as to inspection of estates.

(*a*) To visit the estates within his district, or any other estate which he may be specially directed to visit, and to inspect the sanitary condition thereof;

(*b*) To examine the labourers on such estates for the purpose of ascertaining their condition of health, and whether they have been duly vaccinated;

(*c*) To inspect all children under the age of one year resident upon such estates, and to give directions to the superintendent for their proper care and nourishment;

(*d*) To direct the removal to hospital of any sick labourer whose removal he may consider necessary;

(*e*) To draw the attention of the superintendent to any defect in the sanitary condition of his estate, and in the condition of health of the labourers;

(*f*) If any estate has an estate hospital or dispensary, to inspect such hospital or dispensary;

(*g*) To report to the Principal Civil Medical Officer on all or any of the above matters.

Obstruction of medical officer an offence.

8. Any person who shall wilfully obstruct any medical officer acting in the discharge of his duties under this chapter shall be guilty of an offence against this Ordinance.

CHAPTER IV.

Rights, Duties and Obligations of Superintendents, etc.

Rights of superintendents.

9. Any superintendent shall be entitled—

(*a*) To medical attendance by a district medical officer upon any sick labourer upon his estate;

(*b*) To the reception at a hospital (subject to the accommodation of the hospital) of any labourer who in the opinion of a district medical officer ought to be admitted to the hospital;

(*c*) To the free supply from the Medical Department for the purpose of any estate hospital or dispensary of all such prescribed drugs as he may require for the medical wants of his labourers to a value not exceeding fifty cents per labourer per annum;

(*d*) To the supply at cost price from the Medical Department or from a Government dispensary of all such prescribed drugs as he may reasonably require for the medical wants of his labourers other than those authorized by the last preceding paragraph.

Charges payable by superintendent.

10. The following sums shall be payable by every superintendent in respect of medical services rendered under this Ordinance:

(*a*) In respect of every visit to an estate for the purpose of attendance on any sick labourer, or labourers, two rupees and fifty cents;

(*b*) In respect of the maintenance of a sick immigrant labourer in a hospital for each day's maintenance, thirty cents, or such other sum as may from time to time be prescribed.

Provided that the liability in respect of such last-mentioned charge shall not extend beyond a period of sixty days.

Liability for charges.

11. All amounts due under the last preceding section shall be a debt to the Crown recoverable from the proprietor of the estate, and shall constitute a charge upon the estate.

Duties of superintendents.

12. (1) It shall be the duty of every superintendent—

(*a*) To maintain the lines of his estate and their vicinity in a fair sanitary condition;

(*b*) To inform himself of all cases of sickness on his estate, and to take such steps as he may deem best for the immediate relief of the sick;

(*c*) To send any labourer to hospital when so required by a medical officer;

(*d*) To send for the district medical officer in any case of serious illness or accident;

(*e*) To inform the district medical officer within forty-eight hours of every birth and death upon the estate;

(*f*) To supply at the cost of the estate every female labourer resident upon the estate, and giving birth thereon to a child, with sufficient food and lodging for one month after the birth of such child, and to take care that the female labourer be not required to work on the estate for one month, unless the district medical officer shall report sooner that she is fit to work;

(*g*) To see that all children under the age of one year resident upon the estate receive proper care and nourishment, and to comply with all directions given by a medical officer under section 7 (*c*).

(2) Any superintendent who shall wilfully make default in the performance of any of his duties under this section shall be guilty of an offence against this Ordinance.

Duties of kanganies.

13. (1) It shall be the duty of every kangany employed upon an estate to give information to the superintendent of every birth, death, and case of sickness in his gang.

(2) Any kangany who shall fail so to do shall be guilty of an offence against this Ordinance.

CHAPTER V.

Recovery of Charges.

Government Agent to give notice of sums due.

14. When any sum of money shall be payable—

(*a*) In respect of drugs supplied under section 9 (*d*);

(*b*) In respect of medical services under section 10—

it shall be the duty of the Government Agent to give notice in writing to the superintendent of the estate in respect of which the same is payable, requiring the payment thereof within one month after such notice.

Power to seize property in default of payment.

15. In default of such payment it shall be lawful for the Government Agent or any person authorized by him in writing in that behalf to seize from time to time all the crops, live stock and implements, or any part thereof, found on the estate liable in respect of such sum, or any other article or thing whatsoever belonging to the proprietor or any of the proprietors of such estate, until the full amount due by such estate shall be recovered.

16. If there be no sufficient crop, live stock, or implements on such estate to realize the amount due, it shall be lawful for the Government Agent or other person authorized as aforesaid to cause the timber on the said estate to be cut, or the materials of the buildings erected thereon to be removed and to seize the same. Power to seize timber and materials of buildings.

17. At any time after thirty days from the date of seizure, unless the sum due shall be sooner paid, with the costs and charges incurred in respect of such seizure, it shall be lawful for such Government Agent or any person as aforesaid to sell the property so seized by public auction. Provided that perishable property may be sold at any time after the date of such seizure. Power to sell property seized.

18. No seizure shall take place under this chapter for any sum of money which shall have been in arrear for a period of one year. No seizure for arrears.

19. Any property seized under this chapter may be removed for safe custody, pending the sale thereof, to such place as the person directing the seizure may think fit. Removal of property seized.

20. In the case of the seizure of any property which cannot conveniently be removed, it shall be lawful for the person making the seizure to place and keep a person in possession thereof pending such sale. Possession of property not removable.

21. The costs and charges of seizure and sale shall also be payable from the proceeds of the property seized, and they shall be as follows : Costs of seizure and sale.

(1) For cost of proceeding to the house or land of the party in default in order to seize property, a charge not exceeding eight per centum on the amount due.

(2) For removal of the goods seized, in case such removal takes place, a charge not exceeding eight per centum on the amount due.

(3) For keeping the same in safe custody in case of such removal, a charge not exceeding one rupee per day.

(4) For keeping a person in possession, if the goods seized are not removed, a charge not exceeding one rupee per day.

(5) For the expenses of sale, where any takes place, a charge not exceeding two and a half per centum on the nett proceeds of the sale.

22. It shall be lawful for the Government Agent or person authorized as aforesaid to break open or cause to be broken open in the daytime any house or building for the purpose of seizing property in pursuance of this chapter, if he shall have affixed to a conspicuous part of such house or building three clear days previously a notice of his intention so to do. Building may be broken open.

23. In the event of a sale of property seized, the Government Agent at whose instance such seizure was made shall, after deducting the amount due by the defaulter, and also the costs and charges payable under section 21, restore the overplus arising from such sale, if any there be, to the owner of the property sold. Return of overplus.

24. Whoever shall wilfully obstruct any person in the performance of any duty imposed upon him, or in the exercise of any authority vested in or conferred upon him under or by virtue of this chapter, shall be guilty of an offence against this Ordinance. Obstruction of persons acting under this chapter.

Chapter VI.

Medical Wants Committee.

25. There shall be established a Committee, to be called the Medical Wants Committee, consisting of such members, official and unofficial, as the Governor may from time to time appoint. Provided that three of such members shall be persons whose names are submitted to the Governor by the Planters' Association of Ceylon. Constitution of Medical Wants Committee.

26. The Medical Wants Committee shall advise the Governor— Duties of Medical Wants Committee

(*a*) On the requirements of labourers as regards the construction of hospitals and dispensaries ;

(*b*) On the annual statement prepared under section 30, and the estimate to be framed thereon ;

(*c*) On the rebates to proprietors authorized by section 27 ;

(*d*) On all rules made under this Ordinance ;

(*e*) Generally on all such matters relating to the administration of this Ordinance as the Committee may desire to bring to the notice of the Governor, or as the Governor may refer to it for advice.

27. When the proprietor of an estate or group of estates has at his own cost made provision to the satisfaction of the Principal Civil Medical Officer for the medical treatment of the labourers employed on such estate or group of estates, the Medical Wants Committee may at its discretion and subject to rules made under section 32, allow to such proprietor a rebate of the whole or part of the duties paid under section 28 on the exportation of the produce of such estate or group of estates. Power to grant rebates to certain proprietors

Chapter VII.

Financial Provisions.

Expenses of Ordinance to be met by export duty on certain products.

28. The Legislative Council may from time to time by resolution impose duties on the exportation of tea, rubber, coffee, cacao, cardamoms, coca, camphor, pepper, and cinchona, at such rates as the Council may deem sufficient for the purpose of meeting the expenses of the administration of this Ordinance, in so far as the same are not herein otherwise provided for.

Annual financial statement.

29. For the purpose of estimating the amount for which it may be necessary to make provision under the last preceding section, it shall be the duty of the Principal Civil Medical Officer to prepare annually for submission to the Legislative Council a financial statement of the expenses of the administration of this Ordinance.

Debit side of statement.

30. The said statement shall contain on the debit side of the account the following expenses:

(*a*) Any deficiency brought forward on the working of the account for the period of twelve months anterior to that covered by the statement.

(*b*) A *pro rata* share of the actual expenditure (including salaries of staff) during the twelve months immediately preceding the date up to which the statement is made up of all hospitals in which immigrant labourers have been treated, based upon the proportion which the number of days passed by the said immigrant labourers in the said hospitals bears to the number of days passed by other patients in the same hospitals.

(*c*) A *pro rata* share of the actual expenditure (including salaries of staff) during the same period of twelve months of all dispensaries at which immigrant labourers have been treated, based upon the proportion which the number of visits paid by the said immigrant labourers to the said dispensaries bears to the number of visits paid by other patients to the same dispensaries.

(*d*) In the case of all hospital or dispensary buildings completed after the commencement of this Ordinance, which the Governor, with the advice of the Medical Wants Committee, shall determine to have been primarily constructed for the accommodation of immigrant labourers, such an annual amount as would be sufficient to liquidate the cost of construction of the said buildings, together with interest at four per centum per annum on any unliquidated amount, in twenty-five equal annual instalments, until the said cost of construction is so liquidated.

(*e*) In the case of all other expenditure properly chargeable to a capital account upon such hospitals and dispensaries, and all existing hospitals and dispensaries which may be from time to time declared by the Governor, with the advice of the Medical Wants Committee, to be primarily maintained for the accommodation of immigrant labourers, an annual amount calculated upon the same basis.

(*f*) The cost price of all drugs supplied to superintendents under section 9 (*d*) during the aforesaid period of twelve months.

(*g*) All miscellaneous expenses incidental to the administration of this Ordinance during the same period.

Credit side of statement.

31. The said statement shall contain on the credit side of the account—

(*a*) Any surplus brought forward on the working of the account for the period of twelve months anterior to that covered by the statement ;

(*b*) The amount of all sums recovered as visiting or maintenance fees under section 10 during the twelve months preceding the date up to which the statement is made up ;

(*c*) The amount of all fines recovered in respect of all offences against the Ordinance during the same period ;

(*d*) The amount of all sums received as the cost price of drugs supplied to superintendents under section 9 (*d*) during the same period ;

(*e*) The amount of the export duty collected under section 28 during the same period ;

(*f*) An annual contribution out of moneys provided by the Legislative Council of an amount equal to fifteen per centum of the total expenses of the administration of this Ordinance during the same period, as shown by the debit side of the account.

Chapter VIII.

Miscellaneous.

Governor in Council may make rules.

32. (1) The Governor in Executive Council may make rules regulating—

(*a*) The fees payable to district medical officers by superintendents and persons other than labourers engaged upon estates for medical attendance and for medicines dispensed at dispensaries ;

(*b*) The management of estate hospitals and dispensaries ;

(*c*) The supply of drugs to superintendents from dispensaries and from the Medical Department ;

(*d*) The powers and duties of hospital visitors ;

(*e*) The conditions subject to which rebates will be allowed under section 27, and the evidence which will be required in support of applications for rebate ;

(*f*) The form in which, and the time within which, applications for rebate should be made ;

(*g*) The manner in which such rebates shall be made, and generally on all matters connected with the allowance thereof ;

(*h*) Any other matters necessary for the administration of this Ordinance that cannot be provided for by departmental rules and orders.

(2) All such rules shall be laid as soon as conveniently may be before the Legislative Council, and if a resolution is passed within forty days of their being laid before the Legislative Council praying that any rule shall be annulled, such rule shall thenceforth be void, but without prejudice to anything done thereunder.

33. The Legislative Council may, from time to time, by resolution amend the definition of " estate " in section 2 by the addition of any agricultural product to the list of agricultural products therein enumerated, or by the elimination of any agricultural product from the said list, and any such agricultural product shall thereupon become subject to or exempt from the imposition of duty on exportation, as the case may be, under section 28. **Power of Governor in Council to amend definition of estate and list of agricultural products.**

34. (1) Any person convicted of any offence under this Ordinance shall be liable to a fine not exceeding five hundred rupees. **Penalty for offences.**

(2) Every such offence shall be triable by a Police Magistrate, and such Magistrate shall have power to impose the full penalty provided for by this section, notwithstanding any limitation of the ordinary jurisdiction of such Magistrate.

35. This Ordinance shall come into operation on such date as the Governor, by Proclamation in the " Government Gazette," shall appoint. **Commencement of Ordinance.**

36. (1) Pending the imposition of the duties authorized by section 28, the duties authorized by section 4 of Ordinance No. 9 of 1882 shall continue to be levied and applied as though the said Ordinance were unrepealed. **Transitory provisions.**

(2) Any district appointed an estates medical district under any Ordinance hereby repealed shall continue as an estates medical district under this Ordinance, until provision is otherwise made under this Ordinance.

(3) All medical officers and apothecaries acting as district medical officers or apothecaries for the purpose of any Ordinance hereby repealed (whether in pursuance of that Ordinance or otherwise) shall continue to act as district medical officers and apothecaries under this Ordinance, until provision is otherwise made under this Ordinance.

37. The Ordinances enumerated in the schedule hereto are hereby repealed. **Repeal.**

Schedule.

Ordinance No. 17 of 1880.	Ordinance No. 5 of 1905.
Ordinance No. 9 of 1882.	Ordinance No. 12 of 1910.

Passed in Council the thirty-first day of May, one thousand nine hundred and twelve.

A. G. Clayton,
Clerk to the Council.

Assented to by His Excellency the Governor the eighteenth day of June, one thousand nine hundred and twelve.

Hugh Clifford,
Colonial Secretary.

APPENDIX V (*b*).

[Extract from the " Ceylon Government Gazette " No. 6555 of April 4, 1913.]

" The Medical Wants Ordinance, No. 9 of 1912."

It is hereby notified, in terms of section 30 (*e*) of the Ordinance No. 9 of 1912, that His Excellency the Officer Administering the Government has been pleased, with the advice of the Medical Wants Committee, to declare the following hospitals and dispensaries to be primarily maintained for the accommodation of immigrant labourers. The notification dated January 29, 1913, published in the *Gazette* of the 31st idem, is cancelled :—

Hospitals with dispensaries.	Dispensaries.
Western Province.	
Neboda.	
Central Province.	
Deltota.	Gammaduwa.
Dikoya.	Nanu-oya.
Dimbula.	Rangalla.
Dolosbage.	Wattegama.
Kelebokke.	..
Lindula	..
Maskeliya.	..
Pussellawa.	..
Ramboda.	..
Uda Pussellawa.	..

Hospitals with dispensaries.	Dispensaries.
Southern Province.	
Deniyaya.	Elpitiya.
Province of Uva.	
Haputale.	Namunukula.
Koslanda.	..
Lunugala	..
Moneragala.	..
Province of Sabaragamuwa.	
Karawanella.	..

(By His Excellency's command)

COLONIAL SECRETARY'S OFFICE, COLOMBO,
April 2, 1913.

L. W. BOOTH,
Acting Colonial Secretary.

APPENDIX V (*c*).

"THE MEDICAL WANTS ORDINANCE, No. 9 OF 1912."

It is hereby notified that His Excellency the Officer Administering the Government, with the advice of the Executive Council, has, under and by virtue of the powers in him vested by section 32 (1) of "The Medical Wants Ordinance, No. 9 of 1912," been pleased to make the following rules.

(By His Excellency's command)

COLONIAL SECRETARY'S OFFICE, COLOMBO,
February 20, 1913.

L. W. BOOTH,
Acting Colonial Secretary.

RULES UNDER SECTION 32 (1) OF "THE MEDICAL WANTS ORDINANCE, No. 9 OF 1912."

A.—Fees payable to District Medical officers.

By Superintendents and persons other than labourers engaged upon estates for medical attendance and for medicines dispensed at dispensaries :—

(*a*) Visit and medical attendance at patients' own place of residence, for themselves, their wives, and children: Rs. 10·50 for first visit and Rs. 7·50 for subsequent visits (in same illness).

(*b*) For midwifery : Rs. 125, to include three subsequent visits.

(*c*) Vaccination : Rs. 15.

(*d*) Medical attendance at doctor's house or dispensary, or for prescription by letter: Rs. 3·75.

2. By Assistant Superintendents :—*

(*a*) Visit and medical attendance at patients' own place of residence, for themselves, wives, and children : First visit, Rs. 7·50 ; subsequent visits, Rs. 5·25 (in same illness).

(*b*) For midwifery : Rs. 75, to include three subsequent visits.

(*c*) Vaccination : Rs. 10.

(*d*) Medical attendance at doctor's house or dispensary, or for prescription by letter: Rs. 2·50.

3. By clerks, conductors, teamakers, carpenters, masons, kanakapillais, storekeepers, chauffeurs, domestic servants, and employés of similar status :—

(*a*) Visit and medical attendance at patients' own place of residence, for themselves, wives, and children : Rs. 3 for each visit.

(*b*) For midwifery : Rs. 15.

(*c*) Vaccination : Rs. 3, or free at the dispensary.

(*d*) Medical attendance at doctor's house or dispensary, or for prescription by letter: Re. 1.

Note.—The scale of fees for Medical Officers includes transport. The fee for vaccination includes the lymph.

4. In the absence of an efficient private dispensary or drug store, prescriptions for the above 1, 2 and 3 may be dispensed at a Government dispensary at the same rate as for Government servants, viz. :—

	CENTS.
Mixtures and draughts, per ounce	5
Lotions, injections, gargles, per ounce	2
Pills and powders, each	2
Ointment, per ounce	10
Liniment, per ounce	10
Blisters, per square inch	2
Suppositories, each	15
"Drops," per drachm	10

Concentrated mixtures and expensive drugs are to be charged for at cost price.

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* This includes European employés such as governesses, etc.

C.—The supply of drugs to Superintendents from dispensaries and from the Medical Department.

5. Superintendents may obtain such drugs as those prescribed in Appendix A at cost price from Government dispensaries to the total value of Rs. 5 for cash with order, provided that no quantity of any one drug of the value of more than Re. 1 shall be supplied at any one time; and from the Civil Medical Stores, Colombo, to any amount, on application to the Superintendent on Medical Form 159 accompanied by a remittance.

6. Superintendents of estates having a dispensary with a qualified apothecary may have such prescribed drugs free of payment to the extent of 50 cents worth per head of the estate labour population per annum.

7. The free drugs supplied to estate dispensaries by Government are for the use of estate labourers exclusively, and shall not be put to any other use whatever.

8. In requisitioning for free drugs for an estate dispensary, Superintendents of estates must confine themselves to the list of drugs published in Appendix A.

9. The half-yearly requisitions for free drugs, to be despatched within a month, must reach the office of the Principal Civil Medical Officer on or before the dates given below:—

For estates in the Central Province on January 10 and June 10.
For estates in the Uva and Southern Provinces on March 1 and August 1.
For estates in the Sabargamuwa and North-Western Provinces on April 1 and October 1.
For estates in the Western Province on May 1 and November 1.

Drugs required between the half-yearly requisitions shall be applied for by an intermediate requisition (Medical Form 166).

10. Quinine and tincture of opium shall be applied for separately from other drugs, on Medical Form 166 for quinine, and on Opium Form No. 1 for tincture of opium.

11. All columns of requisition forms must be accurately filled up. The "Remaining" column must show the actual amount in stock at date of requisition. Requisitions shall be signed by the Superintendent of the estate, and be accompanied by a certificate as in Appendix B.

D.—The Powers and Duties of Hospital Visitors.

12. Hospitals will be open daily at any time between the hours of 6 a.m. and 6 p.m. for the visits of Official and Un-official Hospital Visitors.

13. The Medical Officer in charge of the hospital or, in his absence, the next senior officer of the hospital staff, shall accompany the Visitor on his inspection.

14. It is desirable that Un-official Visitors should ascertain whether the patients have any complaints, and, if so, that they should inquire into them and record particulars in the Visitors' Book.

15. The quality and quantity of the food supplied to the patients and the cleanliness and tidiness of the hospital and its surroundings are important subjects for inspection.

16. The perusal of the official records does not necessarily come within the scope of the Un-official Visitor's inspection.

17. Visitors are not competent to give orders, and shall avoid offering criticism, except in the form of remarks and observations recorded in the Visitors' Inspection Book, which will be submitted to them, containing questions to which it is desirable that full answers should be recorded.

E.—Rules framed under section 32 (*i*) (e) *for the guidance of Estate Proprietors desirous of qualifying for Rebate under section* 27.

18. New estate hospitals shall be erected in open clearings as far removed as possible from jungle and swamps. Where possible a space of not less than 100 feet all round shall be kept clear of jungle, and only ornamental cultivation should be permitted within that area.

19. The accommodation required for the number of patients shall be in a proportion of not less than two beds for every 100 labourers employed, exclusive of wards for bowel diseases, which shall be to the extent of one per cent at least of the labour force, male and female. In the event of serious overcrowding occurring in an estate hospital, the erection of temporary accommodation may be permitted.

20. Separate accommodation shall be provided for males and females.

21.* Estate hospitals, dispensaries and latrines constructed subsequent to these rules coming into force shall be in accordance with plans approved by the Medical Wants Committee. Copies of type plans can be obtained on application to the Secretary, Medical Wants Committee, Colonial Secretary's Office, Colombo.

22. A bed shall be provided for each patient, and the minimum superficial area allowed for each bed in ordinary wards shall be 60 square feet, and 90 square feet in wards for infectious or dirty cases. The cubic space shall not be less than 900 and 1,200 feet respectively per bed.

* As amended by Notification, dated 20th January 1915, in *Gazette* of 22nd January 1915.

23. Kitchen, mortuary, earth-closet and bathrooms shall be erected for each estate hospital at a suitable distance from the wards.

24. A dispensary and quarters for the medical staff and servants shall be provided at each estate hospital.

25. The beds for the patients shall consist of three separate hard wood planks each 10 inches wide, and of uniform thickness, resting on iron trestles.

26. Efficient mosquito curtains or gnat-proofing in malarious districts shall be provided.

27. Two suits of estate hospital clothing and one pillow shall be provided per bed, and cumblies or blankets in the proportion of three for every two beds.

28. Bed pans and other utensils shall be provided for patients unable to leave the wards. Enamelled iron chamber pots with covers shall be provided for all diarrhœa and dysentery cases. The excreta of all infectious bowel diseases shall be disinfected before being disposed of.

29. All articles of equipment shall be cleansed as often as may be necessary.

30. The scales of diets and the quality shall be those set out in Appendix C,* but extra articles of diet and medical comfort s shall be provided as ordered by the Medical Officer in charge of the estate hospital.

31. The medicines specified in Appendix A shall be kept in stock in each estate hospital with the necessary apparatus for compounding and dispensing.

32. The instruments and appliances provided shall be in accordance with modern requirements, subject to the approval of the Principal Civil Medical Officer.

33. The number of male and female attendants shall not be in a less proportion than one for every ward of twelve beds, and dhobies and scavengers shall be employed in sufficient numbers.

34. The officer in charge of an estate hospital shall live in the immediate vicinity of the building; subject to supervision, he shall have the immediate care of all estate hospital patients, and shall see that all treatment ordered is carried out.

35. The officer in charge shall see that the estate hospital is kept clean and in good order. Each ward shall be swept twice a day, and the floor washed once a week at least. Latrines shall be cleansed twice daily, and their contents buried or otherwise disposed of in a satisfactory manner.

36. The officer in charge shall see that the supply of medicines is sufficient, that poisons are kept under lock and key in a separate place, and that the instruments and general equipment of the hospital are in order. He shall be responsible for the keeping up to date of all hospital documents. He shall indent on the Superintendent for the estate hospital food supplies and all extras.

37. An attendance register of the staff shall be kept in every estate hospital.

38. The admission and discharge book, temparature charts, and bed-head tickets shall be in the forms used in hospitals. Separate records shall be kept of out-patients treated, giving date, name and disease.

39. Monthly and annual returns shall be furnished to the Provincial Surgeon on the prescribed forms. The returns for each month shall reach the Provincial Surgeon not later than the 10th of the following month, and the annual returns not later than January 20.

40. Every estate hospital must be inspected from time to time by the Principal Civil Medical Officer, Provincial Surgeon, or some other duly qualified Inspecting Officer not below the rank of District Medical Officer.

41. There must be kept in every estate hospital a Visitors' Book, in which the Inspecting Officers must record their visits, with any remarks regarding the hospital.

42. The Superintendent of the estate to which the estate hospital belongs shall be responsible that any recommendation, criticism, or complaint of any of the Inspecting Officers mentioned in rule 40 shall receive prompt attention.

43. A sufficient supply of potable water shall be provided for the estate hospital, and the Medical Officer or dispenser shall see that there is no chance of contamination of the supply.

F & G.—The Form in which and the time within which Applications for Rebate should be made; the manner in which such Rebates shall be made; and generally on all matters connected with the allowance thereof.

44.† Applications for rebates shall be made in writing on the prescribed form (see Appendix D) within two months of the close of the calendar year, and be addressed to the Secretary, Medical Wants Committee, Colonial Secretary's Office, Colombo. Any claim made after the prescribed time shall be considered to have lapsed, and will not be entertained.

45. The Medical Wants Committee on receipt of such application shall refer the application to the Principal Civil Medical Officer, who shall direct that the estate hospital in respect of which a rebate is claimed be specially inspected for report to the Committee.

* Not printed. † As amended by Notification, dated May 12, 1914, in *Gazette* of May 15, 1914.

46. At the meeting of the Committee at which such application is brought up for consideration the Principal Civil Medical Officer shall lay before the Committee the report above called for and any available returns relating to estate hospitals in respect of which a rebate is claimed.

H.—Any other Matters necessary for the Administration of this Ordinance that cannot be provided for by Departmental Rules and Orders.

47. It shall be the duty of the Superintendent of every estate to provide a sufficient supply of potable water for his labour force. Such supply shall be free from contamination; and if in the opinion of the Principal Civil Medical Officer the supply is deficient, inferior, or open to contamination, it shall be the duty of the Superintendent to provide a proper supply to the satisfaction of the Principal Civil Medical Officer. Where wells are used, they must be covered and supplied with a pump, and be surrounded by a cement platform. All water pipes must be made of iron. Bathing places, where possible, shall be paved.

48. It shall be the duty of every Superintendent to provide proper welling accommodation for his labour force, and sufficient clearing around the lines, and proper drainage, to the satisfaction of the Principal Civil Medical Officer.

49. An estate dispenser shall request the Superintendent to send for the District Medical Officer in serious cases and for women in unduly prolonged labour.

50. An estate dispenser shall keep a register of patients treated, and a book in which he shall record all prescriptions compounded by him. He shall submit a monthly return to the Provincial Surgeon of the Province on Medical Form 5A.

51. In the event of any Superintendent feeling aggrieved at any order or direction issued under the foregoing rules, he shall have the right to appeal to the Governor in Executive Council.

Appendix A * (Rules 5, 8, and 31).

Acid, Acetic
,, Boric
,, Carbolic
,, Hydrochloric
,, Nitric
,, Sulphuric
Alum Pluv.
Ammoni Carbon.
Argenti Nitras
Borax Pulv.
Bismuthi Subnitras
Caffeine Citrate
Camphora
Chlorodyne
Cholera Mist. c. Opio
Cinchonæ Cortex
Condy's Fluid
Copaiba
Creasotum
Creta ppt.
Cupri. Sulphas
Emp. Cantharid.
,, Resinæ
Ext. Belladonnæ Viride
,, Ergotæ Liquid
,, Fillicis Liquid
Ferri Carb. Sacch. Tablets, 5 grains.
Ferri Sulphas
Hydrar. c. Creta
,, Subchloridum

Gum Acacia
Iodoform c. Acid. Boric. (1–8)
Ipecac.
Jalap
Liniment Saponis
Liq. Ammon. Fort.
,, Ammon. Acet. Fort.
,, Arsenicalis
,, Potass.
,, Strychninæ Hydrochlor.
Magn. Carb.
,, Sulph.
Napthol Beta Tablets, 5 grains.
Oleum Menth. Pip.
,, Ricini
,, Terebinth
Phenacetin
Pil. Colocynth.
,, Hydrargyri
,, Rhei Comp.
Plumbi Acetas
Potass. Bicarb. Pulv.
,, Bromidum
,, Iodidum
,, Nitras
,, Tart. Acid. Pulv.
Pulv. Cret. Aromat.
,, Doveri
Rhei Pulv.
Quinine Sulph.

Salol
Santoninum
Sennæ Fol.
Sodii Bicarb.
,, Salicylas
Spirit Ætheris Nitrosi
,, Ætheris Sulph.
,, Ammonii Aromat.
Sulphur Sublimat.
Tinct. Belladonnæ
,, Benzoin Co.
,, Camphor Co.
,, Catechu
,, Digitalis
,, Ferri Perchlor.
,, Hyoscyami
,, Iodin
,, Scillæ
,, Zingiber
Ung. Calaminæ
,, Paraffin
,, Hydrarg. Nitras
,, Resinæ
,, Sulphuris Co.
Vin. Ipecac.
Zinci Oxid.
,, Sulphas
Zingiber Pulv.
Bandages, Cotton
Lint, Hospital
Tow

Appendix B (Rule 11).

I hereby certify that the above statement, to the best of my knowledge and belief, is correct, and that the medicines stated to have been expended were used for the resident estate labourers only.

———

Superintendent.

* As amended by Notification dated January 8, 1915, in *Gazette* of January 15, 1915.

Appendix D * (Rule 44 †).

Application for Rebate of Export Duties imposed under Section 28 *of* " *The Medical Wants Ordinance, No.* 9 *of* 1912, " *in respect of the Calendar year ended December* 31, 191

(N.B.—To be filled in by the Superintendent of the Estate).

1. Name of estate :
2. Area : 3. District :
4. Owner ;
5. Nature of Estate Hospital or Dispensary Buildings on the Estate :—
   Dimensions of each Room or Ward .
   Number of Rooms or Wards :
   Number of Beds in each Room or Ward :
6. Name and qualifications of the Resident Medical Officer or Apothecary in Charge :
7. For the last Calendar Year :—

	Tea.	Rubber.	Cacao.	Carda-moms.
Acreage under cultivation				
	lb.	lb.	lb.	lb.
Exported				
Sold in Colombo				
Sold on Estate				
— Total ..				
	RS.	RS.	RS.	RS.
Amount of duty payable on—				
(*a*) Export				
(*b*) Sales				

. Agents or Secretaries in Colombo .

9. Total Amount of Duty paid on all Produce .. .. RS.

(Signature of Superintendent or owner of Estate.)

Date , 191

Note.—(1) The Medical Wants Committee will not entertain any application for rebate from estates on which no estate hospital or dispensary buildings of any sort have been provided.

(2) The certificate of the proprietor or of the agents and secretaries will be required in support of the figures stated.

* As amended by Notification dated February 10, 1915, in *Gazette* of February 12, 1915.

† As amended by Notification dated May 12, 1914, in *Gazette* of May 15, 1914.

APPENDIX V (*d*).

Return of diseases treated during the month of , 191 .

Name of estate on which the dispensary is established.

Name of Post town :

Names of all estates served by the dispensary :—		Number of Resident labourers in each, including children.
1—	..	
2—	..	
3—	..	
4—	..	
	Total ..	

Diseases.	Estate register.	Number of days' labour lost to estate.
1. Serious infectious diseases—		
(*a*) Cholera ..		
(*b*) Plague ..		
(*c*) Small-pox ..		
2. Infectious diseases—		
(*a*) Chicken-pox ..		
(*b*) Diarrhœa ..		
(*c*) Dysentery ..		
(*d*) Enteric fever ..		
(*e*) Measles		
(*f*) Mumps		
3. Malaria { Intermittent.		
3. Malaria { Remittent ..		
4. Septicæmia		
5. Tetanus		
6. Tubercle		
7. Yaws (Parangi) ..		
8. Syphilis { Primary ..		
8. Syphilis { Secondary ..		
8. Syphilis { Congenital.		
9. Gonorrhœa		
10. Diseases dependent on—		
(*a*) Animal Parasites.		
(*b*) Anchylostomiasis.		
(*c*) Other intestinal worms.		
(*d*) Insects		
11. Rheumatism—		
(*a*) Acute		
(*b*) Chronic		
12. New Growths—		
(*a*) Malignant ..		
(*b*) Non-malignant ..		
13. Anæmia (cause unknown)		
Carried over ..		
Brought forward ..		
14. Diabetes Mellitus ..		
Diseases of the—		
15. Circulatory system.		
16. Digestive system.		
17. Ear		
18. Eye		
19. Nervous system.		
20. Nose		
21. Respiratory system.		
22. Urinary system.		
23. Connective tissue.		
24. Generative system.		
25. Lymphatic system.		
26. Organs of locomotion.		
27. Spleen		
28. Skin		
29. Ulcers		
30. Poisons		
31. General injuries. { Major.		
31. General injuries. { Minor.		
32. Operations { Major ..		
32. Operations { Minor ..		
....		
....		
....		
....		
All other diseases not enumerated above.		
Total ..		

I.

Estate Dispensary.

	Treated at dispensary.
Estate labourers—	
New cases	
Old cases	
Total ..	

II.

Number of visits to estate by Medical Officer .. .. ..

III.

Number of births reported—

(*a*) Males	
(*b*) Females	
(*c*) Still-born	
Total ..	

IV.

	Seen by Medical Officer.	Seen by Dispenser.
(1) Number of deaths reported amongst adults (over 14 years of age)—		
(*a*) Males	..	..
(*b*) Females	..	..
Total ..	..	..
(2) Number of deaths reported amongst children—		
(*a*) Twelve months and under	..	..
(*b*) One year and under 14 years	..	..
Total ..	..	..

Name of Estate Dispenser :

Signature of Superintendent.

APPENDIX V (*e*).

(*See paragraph* 48 *of Ceylon report.*)

Medical Officer's Report.

		Maximum marks.	Marks allowed.
Name of estate			
Name of district			
Name of Superintendent			
Name of Medical Officer in charge ..			
His qualifications		25	
Area of estate			
Number of coolies			
Hospital— (1) Is the site suitable ?		5	
(2) Does the *accommodation* provided conform with the present requirements of the estate as specified in rules framed under section 32 (1) (e) and if not, in what respect does it fail ?		25	
(3) Does the *equipment* provided conform with the present requirements of the estate as specified in rules framed under section 32 (1) (e) and if not in what respect does it fail ?		15	
(4) Does the *diet* conform with the present requirements of the estate as specified in rules framed under section 32 (1) (e) and if not in what respect does it fail ?		15	
(5) Do the *water-supply* and *bathing accommodation* conform with the present requirements of the estate as specified in rules framed under section 32 (1) (e) and if not, in what respect do they fail ?		15	
(6) Do the *latrines* conform with the present requirements of the estate as specified in rules framed under section 32 (1) (e) and if not, in what respect do they fail ?		15	
What percentage of sick to total labour force ?			
Number of patients treated at hospital ..			
Number of patients treated at dispensary.			
	Carried over ..	115	

		Maximum Marks.	Marks allowed.
In your opinion how many beds do you consider should be provided on this estate for :— (*a*) General purposes:	Brought forward	115	
(*b*) Bowel complaints:			
Actual number provided :— (*a*) General:			
(*b*) Bowel complaints:			
Have any patients, and, if so, how many, been compelled to resort to outside treatment through want of sufficient accommodation ?			
Number of line rooms:			
General remarks on sanitation of same:		25	
Are latrines provided ?		15	
Is the treatment of women in pregnancy on an adequate scale ?		20	
Number of births during the previous 12 months:			
Number of deaths during the previous 12 months:			
How many children have been born on the estate during the 12 months prior to date of visit ?			
How many of those children are still alive ?			
How many cases of children still-born ?			
Do the children receive any special treatment or allowance during the first two years of their lives ?		25	
What percentage of rebate do you consider that this estate is entitled to, having regard to the general medical efficiency ?	Total ..	200	

Date 191 . *Signature of Medical Officer.*

APPENDIX V (*f*)

Proclamation by the Governor.

In the name of His Majesty George the Fifth, of the United Kingdom of Great Britain and Ireland and of the British Dominions beyond the Seas, King, Defender of the Faith.

Proclamation.

By His Excellency Sir Robert Chalmers, Knight Commander of the most Honourable Order of the Bath, Governor and Commander-in-Chief in and over the Island of Ceylon, with the dependencies thereof.

Robert Chalmers,

Whereas by section 3 of "the Medical Wants Ordinance, No. 9 of 1912," it is enacted that the Governor by order in the Executive Council may declare any district of the Colony an estates medical district for the purposes of the said Ordinance, and define the limits of such medical districts by reference to the estates comprised therein:

And whereas by Proclamations dated February 24, 1911, and August 2, 1912, and published in the *Government Gazettes* No. 6426 of February 24, 1911, and No. 6516 of August 9, 1912, respectively, the several estates mentioned in the schedules thereto were grouped together into districts for the purposes of the Medical Wants Ordinance:

Now know Ye that We, the Governor, by order in Executive Council, do hereby revoke the said Proclamations dated February 24, 1911, and August 2, 1912, and declare that the several districts set forth in the schedule hereto shall, as from and after the date hereof, be estates medical districts for the purposes of the said Ordinance, and that each of the said districts shall comprise the estates set out thereunder.

Given at Nuwara Eliya, in the said Island of Ceylon, this Ninth day of April, in the year of our Lord one thousand nine hundred and fourteen.

(By His Excellency's command,)
R. E. Stubbs,
Colonial Secretary.

Schedule.

WESTERN PROVINCE.

Avissawella District.

For the following estates a dispensary and hospital are available at Avissawella.

Abbasi alias Razeen	Durampitiya	Logan	Penrith
Ahmed	Elston	Lyndhurst	Rangegama
Aludeniya	Ernan	Maha-oya.	Razeen alias Abbasi.
Atherfield	Erracht	Maldeniya	Sirisanda
Avissawella	Farnham	Malvassawa	Sitawaka
Bellair	Ferriby	Mapitigama	Talduwa
Catsfield	Glassel	Marambekande	Twickenham
Charley Hill	Glencorse	Melbourne	Verelupitiya
Clara	Glenesk	Meepilewa	Wellangalla
Debegama	Harrifred	Nahalma	Wepilawa
Debiowita	Hatduva	Ninfield	Woodend
Densworth	Hingurala	Northumberland	Yaha Ella
Digalla	Honiton	Pambegama	Yogama.
Doranakande	Karandana	Pannagula	

For the following estates the dispensary at Hanwella and hospital at Avissawella.

Ayr	Jambulanda Group, comprising Kanampella, Hatdova, and Jambugahalanda.	Labugama	Wagga
Hanwella		Pembarton	
		Rosebud	
		Salawa	
		Sirinevessa	

etc., etc., and so on for 2,382 estates.

APPENDIX V (*g*)

The under-noted estates having provided a dispensary building and secured the services of a dispenser approved by the Principal Civil Medical Officer and Inspector-General of Hospitals, are entitled to drugs free in terms of regulations hereto annexed, published for general information:—

WESTERN PROVINCE.

Number.	Name of estate on which the dispensary is located.	Names of all estates served by the dispensary.	District.

(Here follow the names of 336 dispensaries.)

Regulations referred to.

Instructions for the Guidance of Superintendents of Estates and of Dispensers in Charge of Estate Dispensaries.

An estate or group of estates which maintains a dispenser and a suitable building for a dispensary will be allowed a certain amount of drugs free by Government. Government encourages the establishment of such dispensaries in the hope that treatment being placed within easy reach of the labourer, he will avail himself of it at a much earlier period in his illness than he probably would of that at the Government Dispensary, which is, as a rule, at a considerable distance from him.

At the earlier period the illness would most probably yield to such ordinary treatment as the estate dispensers are qualified to give; this would tend to lessen the number requiring hospital treatment, and eventually the hospital mortality, but Estate Superintendents are reminded that the employment of a dispenser does not free them from their obligations to their labourers under "The Medical Wants Ordinance No. 9 of 1912."

Estate dispensers are not sufficiently trained, and are therefore not considered qualified to treat serious illness, and in all such cases the District Medical Officer should be sent for to see the patient in terms of section 12 (*d*) of Ordinance No. 9 of 1912. Superintendents are requested to see this rule duly carried out.

1. Superintendents may obtain such drugs as those prescribed in Appendix A at cost price from Government dispensaries to the total value of Rs. 5 for cash with order, provided that no quantity of any one drug of the value of more than Re. 1 shall be supplied at any one time; and from the Civil Medical Stores, Colombo, to any amount on application to the Superintendent on Medical Form 159 accompanied by a remittance.

2. Superintendents of estates having a dispensary with a qualified apothecary may have such prescribed drugs free of payment to the extent of 50 cents worth per head of the estate labour population per annum.

3. The free drugs supplied to estate dispensaries by Government are for the use of estate labourers exclusively, and shall not be put to any other use whatever.

4. In requisitioning for free drugs for an estate dispensary, Superintendents of estates must confine themselves to the list of drugs published in Appendix A.

5. The half-yearly requisitions for free drugs, to be despatched within a month, must reach the office of the Principal Civil Medical Officer on or before the dates given below:—

For estates in the Central Province on January 10 and June 10.

For estates in the Uva and Southern Provinces on March 1 and August 1.

For estates in the Sabaragamuwa and North-Western Provinces on April 1 and October 1.

For estates in the Western Province on May 1 and November 1.

6. Drugs required between the half-yearly requisitions shall be applied for by an intermediate requisition (Medical Form 166).

7. Quinine and tincture of opium shall be applied for separately from other drugs, on Medical Form 166 for quinine, and on Opium Form No. 1 for tincture of opium.

8. All columns of requisition forms must be accurately filled up. The "Remaining" column must show the actual amount in stock at date of requisition. Requisitions shall be signed by the Superintendent of the estate and be accompanied by a certificate as in Appendix B

9. Intermediate requisitions referred to in paragraph 6 will be complied with with as little delay as possible, provided the cost of the drugs will not exceed the amount allowed by Government.

10. The half-yearly requisitions will be complied with within a month of their receipt.

11. The necessary forms, viz, Medical 11, Half-yearly Requisition; Medical 166, Intermediate Requisition; Medical 159, Requisition for drugs on payment; and No. 1 Opium form can be obtained from the Civil Medical Stores on application.

12. On receipt of an application for drugs on payment, the applicant will first be informed of its cost, and the drugs will be issued without delay when cheque, postal or money order has been received.

13. All cheques or postal or money orders must be crossed and made payable to the Principal Civil Medical Officer and Inspector-General of Hospitals.

14. Superintendents of scheduled estates can obtain from the Civil Medical Stores any drug on payment in the manner prescribed in paragraph 1.

15. Medicines will not be compounded at the Civil Medical Stores, but such may be obtained from the district hospitals and dispensaries.

16. All applications for drugs should give full directions how the drugs are to be forwarded.

17. Surgical instruments and appliances, stationery, and equipment will not be supplied by Government.

18. Subject to the approval of the Principal Civil Medical Officer and Inspector-General of Hospitals the appointment of a dispenser to the charge of an estate dispensary, continued employment, leave of absence, and the appointment of a temporary substitute shall rest with the Superintendent, who will also pay his salary and supervise his work.

19. It is to be clearly understood that an estate dispensary and its dispenser form no part of the Civil Medical Department or of Government service, and that no pension rights are attached to the office.

20. The dispenser may collect for the Superintendent, to be forwarded to the District Medical Officer of the station, all reports of births and deaths on the estate under his charge immediately after they occur. These reports are not to be signed by the dispenser or any other person on the estate, except by the Superintendent himself, or any one acting for him, or, in his absence, by the person acting for him. This is a duty imposed on the Superintendent by section 12 (*e*) of Ordinance No. 9 of 1912.

21. The Superintendent may note on the death report whether the patient was attended by the estate dispenser; but the fact of his having been so attended does not free the Superintendent of his obligation to send for the District Medical Officer in terms of section 12 (*d*) of the Ordinance. The attendance of the estate dispenser cannot be considered as fulfilling the requirement of the Ordinance in serious cases.

22. The dispenser shall request the Superintendent of the estate to send for the Medical Officer of the district to see any serious case or cases for which he may require a higher opinion, or in which removal to the hospital might be injurious to the patient, and he shall do so in all cases of prolonged midwifery.

23. The dispenser shall bring to the notice of the Superintendent the condition of the lines or their surroundings likely to injuriously affect the occupants, and suggest remedies.

24. The dispenser shall submit monthly a return to the Provincial Surgeon of the Province of the diseases treated at the estate dispensary on the form which would be supplied him for the purpose.

25. The dispenser shall keep a register of the patients treated by him, and a book in which he is to record all the prescriptions compounded by him.

26. Rules for the guidance of the dispenser as to hours of attending the dispensary and visiting lines on the estate will be drawn up by the Superintendent.

27. The supply of drugs to an estate dispensary will cease when an estate or group of estates will no longer maintain a dispenser.

28. Whenever the District Medical Officer or assistant is sent for to see a case on any of the estates provided with a dispensary, either the one or the other must attend in person. In no case is an unqualified assistant or apothecary to be sent.

Appendix A.

Acid, Acetic
,, Boric
,, Carbolic
,, Hydrochloric
,, Nitric
,, Sulphuric
Alum Pulv.
Ammoni Carbon
Argenti Nitras
Borax Pulv.
Bismuthi Subnitras
Camphora
Chlorodyne
Cholera Mist. c-Opio
Cinchonæ Cortex
Condy's Fluid
Copaiba
Creasotum
Creta ppt.
Cupri Sulphas
Emp. Cantharid.
,, Resinæ
Ext. Ergotæ Liquid
,, Fillicis Liquid

Ferri Carb. Sacch Tablets, 5 grains
Ferri Sulphas
Hydrar c-Creta
,, Subcholoridum
Iodoform c-Acid Boric (1–8)
Ipecac.
Jalap
Liniment Saponis
Liq. Ammon. Fort.
,, Ammon. Acct. Fort.
Liq. Arsenicalis
,, Potass
Magn. Carb.
,, Sulph.
Naphthol Beta Tablets, 5 grains.
Oleum Menth. Pip.
,, Ricini
,, Terebinth
Pil. Colocynth

Pil. Hydrargyri
,, Rhei Comp.
Plumbi Acetas
Potass Bicarb. Pulv.
,, Bromidum
,, Iodidum
,, Nitras
,, Tart. Acid Pulv.
Pulv. Cret. Aromat.
,, Doveri
Rhei Pulv.
Quinine Sulph.
Santoninum
Sennæ Fol.
Sodii Bicarb.
,, Salicylas
Spirit Ætheris Nitrosi
Spirit Ammonii Aromat.
Sulphur Sublimat.
Tinct. Benzoin Co.
,, Camphor Co.

Tinct. Catechu
,, Digitalis
,, Ferri Perchlor
,, Hyoscyami
,, Iodin
,, Nucis Vomica
,, Scillæ
,, Zingiber
Ung. Calaminæ
,, Parafin
,, Hydrarg. Nitras
Ung. Resinæ
,, Sulphuris Co.
Vin. Ipecac.
Zinci Oxid.
,, Sulphas
Zingiberg Pulv.
Bandages
Cotton Wool
Lint, Hospital
Tow

APPENDIX B.

I hereby certify that the above statement, to the best of my knowledge and belief, is correct, and that the medicines stated to have been expended were used for the resident estate labourers only.

Superintendent.

APPENDIX V (*h*).

"CEYLON GOVERNMENT GAZETTE," OCTOBER 1, 1915.

Government Notification.

With reference to the notification, dated 30th September 1915, published in the *Gazette extraordinary* of the same date, the following resolution which was passed by the Legislative Council at its session on 30th September 1915, is hereby published for general information :—

That to the extent following, that is to say, Cacao, 15 cents per 100 lb.; tea, 15 cents per 100 lb.; rubber, 75 cents per 100 lb.; cardamoms, 75 cents per 100 lb.; the duties specified in the foregoing resolution are imposed for the purpose of meeting the expenses of the administration of the Medical Wants Ordinance, No. 9 of 1912, in so far as the same are not therein otherwise provided for, and the resolution of the Council of 28th November 1913, is hereby rescinded.

(By His Excellency's command)

R. E. STUBBS,
Colonial Secretary.

APPENDIX V (*i*).

CEYLON GOVERNMENT GAZETTE EXTRAORDINARY.

Notification No. 6743, *Thursday, September* 30, 1915.

It is hereby notified that, under section 11 (*a*) of Ordinance No. 17 of 1869, as amended by Ordinance No. 5 of 1914, the Legislative Council did, at its Session on 30th September 1915, pass the following Resolution, which has been duly sanctioned by His Excellency the Governor :—

That this Council resolves that, from and after 1st October 1915, on the exportation of the following articles there shall be imposed the customs duties herein stated :—

	RS.	C.
Tea, per 100 lb.	1	50
Rubber, per 100 lb.	7	50
Cacao, per 100 lb.	1	50
Cardamoms, per 100 lb.	7	50
Coconuts, fresh, per 1000	2	00
Coconut, desiccated, per cwt.	0	70
Copra, per cwt.	0	40
Coconut-oil, per cwt.	0	75

It is further notified that the said resolution has been duly submitted to, and sanctioned by, the Secretary of State for the colonies, as required by section 11 (*b*) of Ordinance No. 17 of 1869, as amended by Ordinance No. 5 of 1914.

(By His Excellency's command)

R. E. STUBBS,
Colonial Secretary.

APPENDIX VI (*a*).

(*See paragraph* 47 *of Ceylon Report.*)

Ordinance No. 10 of 1912.

An Ordinance to prevent the spread of diseases among Labourers.

Henry McCallum.

WHEREAS it is expedient to provide measures to prevent the spread of diseases among labourers upon agricultural estates and other places: Be it therefore enacted by the Governor of Ceylon, by and with the advice and consent of the Legislative Council thereof, as follows: Preamble.

Short title and commencement.

1. This Ordinance may be cited as "The Diseases (Labourers) Ordinance, No. 10 of 1912," and it shall come into operation on such date as the Governor, by Proclamation in the "Government Gazette," may appoint.

Definitions.

2. In this Ordinance—

"Disease" means any disease which may from time to time be proclaimed by the Governor in Executive Council under this Ordinance.

"District medical officer" means a duly qualified medical practitioner registered under sections 12 and 13 of Ordinance No. 2 of 1905, and attached to a Government hospital or dispensary.

"Superintendent" means any person in the immediate charge of any estate.

"Prescribed" means prescribed by rules made under this Ordinance.

"Labourer" includes kangany and female labourer, and any child or other relative of any labourer resident upon the same estate.

Application of Ordinance.

3. This Ordinance shall apply to all agricultural estates of which ten acres or more are cultivated.

Provided that in any case in which a provincial surgeon is satisfied that any disease in fact prevails upon an agricultural estate with a lesser area of cultivation, he may, by written notice under his hand addressed to the owner or superintendent of the estate, direct that the provisions of this Ordinance shall apply to such estate, and upon the service of such notice upon the owner or superintendent the said provisions shall apply accordingly.

Provided further that in any case in which the Governor in Executive Council is satisfied that the labourers employed by any Government Department or by any employer of labour other than a superintendent are housed under such conditions that the provisions of this Ordinance are capable of application to their residential quarters, he may, by Order in Council notified in the "Government Gazette," apply the provisions of this Ordinance to the residential quarters of such labourers with such modifications as may be necessary for the purpose.

Notification by Superintendent of prevalence of disease.

4. Where any superintendent has reason to believe that any disease prevails among the resident labourers of his estate, he shall give notice in writing in the prescribed manner to the district medical officer and request his assistance in the treatment of the disease.

Inspection of infected estate by district medical officer.

5. Where a district medical officer receives a notice under the last preceding section, or where he has otherwise reason to believe that any disease is prevalent upon an estate, he may enter upon the estate and inspect all the labourers and the sanitary condition of the cooly lines of the estate, and give such directions as he may consider necessary for the treatment of the disease.

Treatment of labourers on infected estate.

6. In any such case the district medical officer may—

(*a*) require any labourer to be removed to hospital;

(*b*) require the superintendent to treat the labourers in the prescribed manner in uch convenient batches as he may indicate;

(*c*) by notice in writing require the superintendent to treat in the prescribed manner all the labourers of the estate—

and it shall be the duty of the superintendent to carry out all such requirements.

Exceptional measures where disease prevalent to aggravated extent.

7. (1) Where the Principal Civil Medical Officer is satisfied that any disease prevails upon an estate to such an extent or under such conditions that it cannot be effectively treated under the provisions of the last preceding section, he may direct a medical officer of his department to inspect the estate.

(2) In any such case the medical officer so authorized shall enter upon the estate and inspect the labourers, cooly lines, latrines, bathing-places and water-supply, and to do all things necessary to enable him to report to the Principal Civil Medical Officer as to the measures to be taken for the treatment of the disease upon the estate.

(3) The Principal Civil Medical Officer upon receiving the said report may thereupon, by a notice in writing, require the superintendent to carry out such measures, not being measures provided for by section 9, as in the opinion of the Principal Civil Medical Officer are necessary for the purpose aforesaid, and it shall thereupon become the duty of the superintendent to carry out all such measures accordingly:

Provided that where the expense involved by any such notice exceeds an amount of two rupees per cultivated acre of the estate, an appeal shall lie to the Governor in Executive Council.

Power of Governor to carry out such measures at expense of estate.

8. (1) If within three months from the date of the receipt of the said notice the superintendent shall not have carried out the measures required by the said notice to the satisfaction of the Principal Civil Medical Officer, it shall be lawful for the Governor, on receiving a report to that effect from the Principal Civil Medical Officer, to cause the said measures to be effectively carried out upon the estate.

(2) The cost of any such measures so carried out shall be a debt to the Crown recoverable from the owner of the estate, and shall constitute a charge on the estate.

(3) The sum so due shall be recoverable in the manner prescribed by Chapter V of the Medical Wants Ordinance, No. 9 of 1912.

Power of Governor to condemn insanitary cooly lines.

9. (1) In any case in which any medical officer charged with the duty of the inspection of estates shall report that any set of cooly lines is constructed in such a position or under such conditions that any disease prevalent or liable to become prevalent therein cannot be effectively controlled, and that the said set of cooly lines is not capable of adaptation for its effective control, it shall be lawful for the Governor to condemn such set of cooly lines, and to order its reconstruction to his satisfaction upon such site and under such conditions as shall be suitable for the purpose of the prevention of the spread of the disease, and it shall be the duty of the superintendent to carry out such order.

(2) If within three months of the communication of such order to the superintendent, or such further time as may be directed in the order, the superintendent shall not have complied therewith, it shall be lawful for the Governor to carry out the measures directed by such order, and the expenses thereof shall be a debt to the Crown recoverable from the owner of the estate, and shall constitute a charge upon the estate.

(3) The sum so due shall be recoverable in the manner prescribed by Chapter V of the Medical Wants Ordinance, No. 9 of 1912.

Superintendent may require labourers and others to submit to treatment.

10. (1) A superintendent may require any labourer employed upon an estate, whether resident upon the estate or otherwise, to submit to such treatment as may be prescribed or otherwise lawfully directed under this Ordinance.

(2) It shall be the duty of every such labourer, when so required by the superintendent, to attend at all reasonable times and places and to submit to such treatment.

Superintendent to notify medical officer.

11. It shall be the duty of a superintendent to notify the district medical officer if he has reason to believe that any disease prevails in the immediate vicinity of his estate.

Rules.

12 (1) The Principal Civil Medical Officer, with the approval of the Governor in Executive Council, may make rules for the whole Colony, or for any portion of the Colony, for the treatment of diseases under this Ordinance, and for the sanitation of cooly lines with a view to the prevention of the spread of diseases, and in particular for the following purposes: —

(*a*) For the location of new cooly lines.

(*b*) For the provision and regulation of latrines.

(*c*) For the daily removal and disposition of excreta.

(*d*) For the provision of a surrounding area round each set of cooly lines clear of vegetation.

(*e*) For the drainage of cooly lines and their surrounding area.

(*f*) For the proper construction and drainage of bathing places.

(*g*) For the provision of water-supply.

(2) All such rules shall be laid as soon as conveniently may be before the Legislative Council, and if a resolution is passed within forty days of their being laid before the Legislative Council praying that any rule shall be annulled, such rule shall thenceforth be void, but without prejudice to anything done thereunder.

Consultation of Medical Wants Committee.

13. There shall be submitted to the Medical Wants Committee for consideration and advice all rules proposed to be made under the Ordinance.

Offences.

14. (1) Any person who without reasonable excuse, the proof whereof shall lie upon such person, shall—

(*a*) Make default in the performance of any obligation imposed upon him by this Ordinance, or any rule or order made under this Ordinance;

(*b*) Wilfully obstruct any medical officer or any person lawfully acting under his direction in discharge of the duties of such medical officer under this Ordinance, or any rule or order made under this Ordinance—

shall be guilty of an offence, and liable to a fine not exceeding five hundred rupees, or to imprisonment of either description not exceeding one month.

(2) Such fine shall be recoverable before a Police Magistrate, notwithstanding any limitation of his ordinary jurisdiction.

Passed in Council the Thirty-first day of May, One thousand Nine hundred and Twelve.

A. G. Clayton,
Clerk to the Council.

Assented to by His Excellency the Governor the Twenty-first day of June, One thousand Nine hundred and Twelve.

Hugh Clifford,
Colonial Secretary.

APPENDIX VI (*b*).

[Extract from the "Ceylon Government Gazette" No. 6834 of November 10, 1916.]

"THE DISEASES (LABOURERS) ORDINANCE, No. 10 OF 1912."

It is hereby notified that the following rules have been made by the Principal Civil Medical Officer, with the approval of the Governor in Executive Council, under section 12 (1) of the above-mentioned Ordinance, for the whole Colony, and are published for general information.

(By His Excellency's command)

COLONIAL SECRETARY'S OFFICE,
Colombo, November 6, 1916.

R. E. STUBBS,
Colonial Secretary.

Rules referred to.

1. On every estate sufficient latrine accommodation for all the employees thereon shall be provided to the satisfaction of the Principal Civil Medical Officer, or any officer appointed by him for the purpose of these rules (hereinafter referred to as "the appointed officer"). One compartment shall be provided for every 15 adult employees. Each child under 12 years shall count as half an adult. Separate accommodation shall be provided for men and women.

In any case where the Principal Civil Medical Officer shall, by notice in writing under his hand, call upon the Superintendent of an estate to provide latrine accommodation, such accommodation shall be provided within such time, not being less than two months, as is specified in the notice. In all other cases sufficient latrine accommodation shall be provided within a period of twelve months from the date of publication of these rules.

2. The type of latrine installed shall be in every case approved by the Principal Civil Medical Officer or the appointed officer.

3. No pit, trench, or other latrine shall be constructed or kept in such a position or in such a manner as shall, in the opinion of the Principal Civil Medical Officer or the appointed officer, cause it to be likely to be or become a nuisance or dangerous to the health of any person or persons residing or employed in the neighbourhood.

4. Single latrines of a type approved by the Principal Civil Medical Officer or the appointed officer shall be erected at convenient places throughout the estate when, in the opinion of the Principal Civil Medical Officer or the appointed officer, it is deemed advisable to do so in the interests of the health of the employees.

5. Every latrine shall be at all times kept in a clean and sanitary state and in a good state of repair, and the superintendent shall cause to be carried out, within a reasonable period, any recommendations made by the Principal Civil Medical Officer or the appointed officer to abate any nuisance arising from the faulty condition or control of any latrine.

6. Provision shall be made for the final disposal of night-soil in such manner and place as shall, in the opinion of the Principal Civil Medical Officer or the appointed officer, render it unlikely to constitute a nuisance or prove dangerous to the health of any person or persons residing or working in the neighbourhood.

7. It shall be the duty of the superintendent of the estate to take all measures necessary to secure the effective operation of these rules.

Note.—Type plans with explanatory note may be had on application to the Principal Civil Medical Officer.

APPENDIX VI (*c*).

[Extract from the "Ceylon Government Gazette," No. 6571 of July 11, 1913.]

"THE DISEASES (LABOURERS) ORDINANCE, No. 10 OF 1912."

It is hereby notified that the following rules under section 12 of "The Diseases (Labourers) Ordinance, No. 10 of 1912," applicable to the whole Colony, have been made by the Principal Civil Medical Officer, with the approval of His Excellency the Officer Administering the Government in Executive Council.

(By His Excellency's command)

COLONIAL SECRETARY'S OFFICE,
Colombo, July 9, 1913.

L. W. BOOTH,
Acting Colonial Secretary.

Rules under section 12 of " The Diseases (Labourers) Ordinance, No. 10 of 1912," applicable to the whole Colony, made by the Principal Civil Medical Officer, with the approval of the Officer Administering the Government in Executive Council.

1. Permanent lines shall be as far removed as possible from jungle and swamps. They shall be built on high ground on a dry site with efficient drainage ; they shall not be situated near villages or insanitary surroundings. They shall not be situated in such close proximity to existing lines as to obstruct light and the free circulation of air.

2. Latrine buildings shall be of impermeable material throughout and properly drained. The contents of the buckets shall be regularly disposed of either by burning or burial in shallow trenches. Latrines shall be so situated as not to be likely to contaminate water-supplies or to be a nuisance to the occupants of buildings.

3. A sufficient number of sw e ers shall be provided on each estate to keep the lines and their surroundings clean, to bury or burn all excreta or refuse, and to keep the drains swept at least once a day.

4. In malarious districts travellers' palms, pineapples, plantains, or cultivation liable to favour the breeding of mosquitoes shall not be allowed near the lines. Pigs, goats and cattle shall not be kept in any portion of the line buildings.

5. All lines shall be provided with drains to carry off the rain water. Such drains shall be constructed of stone, of brick rendered in cement, or of cement concrete. They shall have sufficient slope to carry the water well away from the lines, so that no swamps or stagnant pools are left. The immediate vicinity of the lines shall be on a lower level than the floor of the buildings and shall slope downwards from them, and all swamps or pools in the vicinity of lines shall be drained or filled in.

6. On all estates proper bathing places shall be provided for the use of labourers at spouts, pumps, wells, or riversides where possible, to consist of a stone or cement platform, with a properly constructed run-off drain.

7. It shall be the duty of the superintendent of every estate to provide a sufficient supply of potable water for his labour force ; such supply shall be free from contamination. If wells are provided, they shall be covered, and be faced or pointed in cement for 10 feet from the surface of the ground, to prevent contamination. All water pipes shall be made of iron. Wells must have parapet walls, and be surrounded by a platform of stone, brick cement rendered, or cement concrete, 4 feet wide, and a peripheral drain to carry off waste water.

" THE DISEASES (LABOURERS) ORDINANCE, NO. 10 OF 1912."

Notes to Rules made under Section 12 of " The Diseases (Labourers) Ordinance, No. 10 of 1912."

Rule 1.—When possible skilled advice from the Civil Medical Department should be obtained before finally selecting a site for new lines.

A space of at least 100 feet where possible should be kept clear of jungle immediately around lines.

Rule 2.—Where dry-earth latrines are used they should be of one of the two following types :—

(1) *Trench.*—1½ ft. wide, 1 foot deep, and of convenient length. Excrement to be covered up daily.

(2) *Bucket.*—There should be provision for one bucket for every ten labourers, with a sufficient scavenging and latrine staff.

Rule 5.—No water should be stored in lines except such as is stored in properly constructed mosquito-proof vessels.

APPENDIX VII.

(*See paragraph 52 of Ceylon Report.*)

(1)

FINANCIAL STATEMENT of the expenses of the administration of the Medical Wants Ordinance for the year ended 30th June 1913.

Dr.

	RS.	C.
Pro rata share of the actual expenditure (including salaries of staff) of all hospitals in which immigrant labourers have been treated	4,28,173	90
Pro rata share of the actual expenditure (including salaries of staff) of all dispensaries in which immigrant labourers have been treated	37,844	31
Annual amount sufficient to liquidate the cost of construction of all hospitals or dispensary buildings completed after the commencement of the Medical Wants Ordinance, which have been primarily constructed for the accommodation of immigrant labourers, together with interest at 4 per cent per annum on any unliquidated amount, in 25 equal annual instalments, until the cost of construction is liquidated	....*	
Annual amount, calculated upon the same basis, in respect of all other expenditure properly chargeable to a capital account upon such hospitals and dispensaries, and all existing hospitals and dispensaries primarily maintained for the accommodation of immigrant labourers	1,618	40
Cost price of all drugs supplied to superintendents under section 9 (*d*) from Civil Medical Stores only	1,564	41
Miscellaneous expenses incidental to the administration of the Ordinance—Issue of free drugs to estates, section 9 (*c*) of Ordinance	1,06,260	83
Total ..	5,75,461	85

Cr.

	RS.	C.
Amount of all sums recovered as visiting or maintenance fees under section 10	1,57,316	74
Amount of all fines recovered in respect of all offences against the Ordinance	15	0
Amount of all sums received as the cost price of drugs supplied to superintendents under section 9 (*d*) by Civil Medical Stores ..	1,564	41
Amount of export duty collected under section 28	1,77,208	28
Annual contribution out of moneys provided by the Legislative Council of an amount equal to 15 per cent of the total expenses of the administration of the Ordinance as shown by the debit side of the account	86,319	27
Deficit	1,53,038	15
Total ..	5,75,461	85

* The Kendangamuwa Hospital was completed after the passing of this Ordinance, viz., 17th July 1912, but as the financial provisions of this Ordinance came into force on 1st January 1914, I am not aware whether the cost of construction should be included.

PRINCIPAL CIVIL MEDICAL OFFICE,
Colombo, 11*th February* 1914.

A. PERRY,
Principal Civil Medical Officer and
Inspector-General of Hospitals.

(2)

Financial statement of the expenses of the administration of the Medical Wants Ordinance for the year ended 30th September 1914.

Dr.

	Rs.	c.
(*a*) Deficit brought forward from previous statement.	1,53,038	15
(*b*) *Pro rata* share of the actual expenditure (including salaries of staff) of all hospitals in which immigrant labourers have been treated	6,34,753	64
(*c*) *Pro rata* share of the actual expenditure (including salaries of staff) of all dispensaries in which immigrant labourers have been treated ..	39,183	38
(*d*) Annual amount sufficient to liquidate the cost of construction of all hospitals or dispensary buildings completed after the commencement of the Medical Wants Ordinance, which have been primarily constructed for the accommodation of immigrant labourers, together with interest at 4 per cent per annum on any unliquidated amount, in 25 equal annual instalments, until the cost of construction is liquidated	....	
(*e*) Annual amount, calculated upon the same basis, in respect of all other expenditure properly chargeable to a capital account upon such hospitals and dispensaries and all existing hospitals and dispensaries primarily maintained for the accommodation of immigrant labourers ..	3,250	12
(*f*) Cost price of all drugs supplied to superintendents under section 9 (*d*) from Civil Medical Stores.	2,482	58
(*g*) Miscellaneous expenses incidental to the administration of the Ordinance—Issue of free drugs to estates under section 9 (*c*) of the Ordinance ..	96,943	99
Total ..	9,29,651	86

Cr.

	Rs.	c.
(*b*) Amount of all sums recovered as visiting or maintenance fees under section 10	2,29,548	34
(*c*) Amount of all fines recovered in respect of all offences against the Ordinance	....	
(*d*) Amount of all sums received as the cost price of drugs supplied to superintendents under section 9 (*d*) by Civil Medical Stores	2,482	58
(*e*) Amount of export duty collected under section 28	4,80,496	55
(*f*) Annual contribution out of moneys provided by the Legislative Council of an amount equal to 15 per cent of the total expenses of the administration of the Ordinance as shown by the debit side of the account	1,16,492	5
Deficit	1,00,632	34
Total ..	9,29,651	86

Principal Civil Medical Office,
Colombo, 19th December 1914.

A. Perry,
Principal Civil Medical Officer and
Inspector-General of Hospitals.

(3)

Financial Statement of expenses of the administration of the Medical Wants Ordinance for the year ended 30th September 1915.

Dr

	Rs.	c.	Rs.	c.
(a) Deficit brought forward from previous statement			1,00,632	34
(b) *Pro rata* share of the actual expenditure (including salaries of staff) of all hospitals in which immigrant labourers have been treated.			4,93,919	28
(c) *Pro rata* share of the actual expenditure (including salaries of staff) of all dispensaries in which immigrant labourers have been treated.			37,222	73
(d) Annual amount sufficient to liquidate the cost of construction of all hospitals or dispensary buildings completed after the commencement of the Medical Wants Ordinance which have been primarily constructed for the accommodation of immigrant labourers together with interest at 4 per cent per annum on any unliquidated amount in 25 equal annual instalments until the cost of construction is liquidated ..			....	
(e) Annual amount calculated on the same basis in respect of all other expenditure properly chargeable to a capital account upon such hospitals and dispensaries and all existing hospitals and dispensaries primarily maintained for the accommodation of immigrant labourers ..			6,479	18
(f) Cost of drugs supplied to superintendents under section 9 (*d*) from Civil Medical Stores ..			1,923	50
(g) Miscellaneous expenses incidental to the administration of the Ordinance.			....	
(1) Issue of free drugs to estates under section 9 (*c*) of the Ordinance ..	1,06,894	62		
(2) Cost of paper, etc., in connection with the preparation of type plans for estate hospitals ..	36	00	1,06,930	62
			7,47,107	65
Surplus			1,75,912	58
Total ..			9,23,020	23

Cr

	Rs.	c.
(b) Amount of all sums recovered as visiting or maintenance fees under section 10 ..	1,64,913	40
(c) Amount of all fines recovered in respect of all offences against the Ordinance ..	..	..
(d) Amount of all sums received as the cost price of drugs supplied to superintendents under section 9 (*d*) by Civil Medical Stores	1,923	50
(e) Amount of export duty collected under section 28	6,59,212	04
(f) Annual contribution out of moneys provided by the Legislative Council of an amount equal to 15 per cent of the total expenses of the administration of the Ordinance as shown by the debit side of the account	96,971	29
Total ..	9,23,020	23

W. C. Howard Tripp,
Accountant.

Principal Civil Medical Office,
Colombo, 25th January 1916.

G. J. Rutherford,
Principal Civil Medical Officer and Inspector-General of Hospitals.

APPENDIX VIII.

(*See paragraph* 55 *of Ceylon Report.*)

Anchylostomiasis.

(*Synonyms : Hookworm Disease, Unciniriasis, Dochmius, Anœmia of Ceylon, etc.*)

Hookworm disease has in all probability existed for centuries past. The first cases described, that seem more or less authentic, date back to the first half of the seventeenth century, when Piso, in Brazil, reported a group of symptoms which, in the light of present knowledge, were presumably due to hookworm infection, though the worm itself was not demonstrated. It is only within recent years that the group of symptoms incidental to the disease have been ascribed to the presence of hookworms in the intestinal canal.

Two distinct varieties of the worms are recognized, viz., the Anchylostomum duodenale, or old world form ; and the Necator Americanus, or new world species. Both varieties are found in Ceylon. The worms are, roughly, ⅓ to ¾ of an inch in length, and are whitish or yellowish in colour.

The female worm lays her eggs in the intestinal canal of the host, after which they are passed in the excrement, and, unfortunately, are too often deposited on the ground, where, providing favourable conditions, such as warmth, moisture, and shade prevail, they hatch in from 8 to 24 hours ; after a period of 2 to 5 days the young worm reaches the infective stage and is ready to enter the body, which it does through the skin or mouth, in the latter instance usually through the medium of food or drink. In the great majority of cases it enters through the skin, and most frequently through the feet and ankles, as these parts are ordinarily more exposed to a ground infection. Many embryos may enter through healthy skin at one time. In case entrance to the body is gained in this manner, they enter the blood vessels and are carried to the heart, thence to the lungs, where they find their way into the bronchial tubes, are coughed up, and very often swallowed. They then pass through the stomach into the intestinal canal, where they attach themselves to the small intestines by drawing a portion of the lining into the mouth, and at the same time provide a source of nourishment as they feed on blood drawn from the intestinal walls. In case the infection takes place through the mouth, the young worms pass directly into the intestinal canal. During this, the infective stage, they are not visible to the eye without the aid of the microscope.

The worms reach the adult stage, and the females begin to lay eggs, in from 6 to 8 weeks after the infection has taken place. Each female worm is capable of laying 2,000 or more eggs per day, and as more than 5,000 worms have been recovered after treatment from a single person, it is apparent that the number of eggs passed daily in the fæces of a heavily infected person is very large. Assuming, for example, that only 10 per cent of these eggs hatch, it is evident that a person with even a mild degree of infection is a distinct menace to the health of the public, and may spread the disease. The life of the hookworm in the body is, according to prominent authorities, about 8 to 10 years, hence, in case no re-infection occurs, it is possible to recover from an infection without treatment ; this is, however, inadvisable, as permanent bodily injury may result before the worms die.

Symptoms.—Dock and Bass, in their book on hookworm disease, describe the classes of cases very clearly under three headings, which they quote from the writings of Ashford and King, viz., " slight," " moderate," and " marked cases." This classification is followed below, and the symptoms enumerated are in part those of the above-named writers.

Slight cases.—It must be remembered that a fairly large percentage of this class of cases present neither subjective nor objective symptoms, but are, nevertheless, a menace to the health of the public, on account of the fact that they pass hookworm eggs with the bowel movements, and are thus instrumental in spreading the disease, unless the excrement is properly conserved.

One of the first symptoms noted is the familiar " ground itch," which is found at the onset of many infections ; this troublesome affliction is caused by the embryos (young worms) passing through the skin. The " itch " is caused partly by the irritation of the worms boring their way through the skin, and they may also deposit an irritant substance in the skin at the same time. So when you see a person suffering from true ground itch, you may be sure that person will, in about 6 weeks, show the presence of hookworm eggs in the excreta. This class of case, as a rule, presents slight paleness, the amount of perspiration is less than normal, and occasional palpitation of the heart is experienced. The appetite is variable, attacks of uneasiness or pain in the stomach often occur, gas in the stomach and abdomen is frequently troublesome. There is a tendency to breathlessness on slight exertion, the mental faculties are dulled, dizziness, headache, and a disinclination to work are experienced. The amount of hæmoglobin (red colouring matter of the blood) is normally about 90 per cent ; in this class of cases it will average something like 60 per cent, which shows that the hookworms have extracted a considerable amount of blood from the body. As already stated, this is the way they obtain their nourishment , the extraction of the red corpuscles from the blood causes the familiar anæmia or paleness of hookworm disease, and leads to numerous distressing symptoms as well.

Moderate cases.—This is the class of cases that predominate in Ceylon, as elsewhere. Here all of the symptoms above noted are exaggerated. Pallor is more marked, sweating is rare, nausea and vomiting are often experienced, and the tongue is seen to be coated and is often large and flabby. Breathlessness and palpitation of the heart are more marked, the patient becoming exhausted on slight exertion. Pain in the chest with a feeling of weakness in the knees and legs is often troublesome. There is a tendency to frequent headaches, dizziness, and noises or ringing in the ears, and the patient becomes quite stupid. Joint pains are so common that a diagnosis of rheumatism is often made. In this stage the percentage of hæmoglobin ranges from 30 to 60 per cent.

Marked cases.—When this stage is reached, the patient may at any time succumb to the disease. Pallor is extreme, the appetite may be nil or ravenous, nausea and vomiting frequently occur, diarrhœa is often present. There is distressing shortness of breath on exertion, dropsy or œdema of the feet, ankles, and frequently of the legs, body, and abdomen is seen. Every one is familiar with the so-called "dirt eaters." This distressing affliction is another manifestation of hookworm disease, and may be seen even in the earlier stages; there is a strong desire to eat earth, ashes, hair, lime, chalk, feathers, and other indigestible substances. If you know a person who is addicted to this habit, you may be pretty sure that hookworm disease is the cause of it. In this stage many of the large unsightly ulcers so often seen in Ceylon are found; they are usually associated with a marked degree of debility and anæmia, and are very difficult to cure. After the patient has been cured of this disease, many of them will, as the patient becomes stronger, disappear without further treatment. Dizziness and ringing in the ears are very common, the intellect is dulled, mental processes are slow, and the patient is very stupid, the facial expression is melancholic and anxious. The patient is extremely weak, and irregular fever may be noted with, at times, a subnormal temperature. The percentage of hæmoglobin is often found to range from 5 to 30 per cent. When the above picture is presented, the patient is almost surely going to die, unless prompt and efficient treatment is instituted; even with the best care and treatment a certain percentage of these cases cannot be cured but will succumb. Death under these conditions should not be attributed to the treatment, as it was, in the absence of treatment, certain.

No person is immune to hookworm disease; the reason that one race or nationality is more heavily infected than another is that it is, by reason of habit or environment, more exposed to infection. Persons living in cold climates are not immune to the ravages of the disease, but rarely contract it on account of the fact that, as the eggs hatch in the earth in the presence of warmth and moisture, it is essentially a disease of warm climates. What is shown as the "hookworm belt" encircles the globe between 36 degrees north and 30 degrees south of the Equator. The assertion is made that more persons are afflicted with hookworm disease than with any other disease, and this seems plausible, when it is realised that something like 700,000,000 persons are sufferers from hookworm infection. The outlook for tropical countries in this connection would be dismal, indeed, were it not for the fact that science has revealed the secrets of this disease, and that as a result it is quite readily and easily cured.

The degree of infection among the villagers examined to date is 93 to 95 per cent, while the estate labourers present an infection of 96 to 99 per cent. In view of what has already been said, it is very evident that the disease presents one of the greatest and most important economic problems that confronts Ceylon to-day, for, with 90 per cent of the total population more or less afflicted by this disease alone, it is not reasonable to expect the normal amount of mental or physical effort from the people as a whole or from those even moderately infected, especially in view of the fact that one of the most prominent manifestations of the disease is a dulling of the mental faculties. Given a child infected early in life, his school teacher looks on him as lazy or stupid; after he leaves school and tries to make his own way in life, the same estimate of his capabilities follows him, with the result that he is never able to exercise to the maximum his latent power, as he would have done were he not at the outset handicapped by disease.

Up until the present time more than 3,500 persons have been cured of the disease in connection with the campaign at Matale. The wonderful improvement in the physical condition of many of those cured is sufficient evidence of the efficacy of the treatment. Many who would have without treatment died within a comparatively short time have been treated and cured, and have recovered their health and strength, and are again able to assume the duties of citizenship. The superintendent of one of the estates included in the area at present being treated states that the turn-out of labour on the estate has increased from about 60 per cent to 78 per cent since the treatment was begun about four months ago. Surely this is conclusive evidence of the results of treatment. Many people living at a distance recognize the benefits to be secured by treatment, and have walked from Anuradhapura, Kadugannawa, near Nuwara Eliya, and other distant points in order to secure treatment.

Preventive measures.—The installation and *use* of proper latrines is the most essential measure in the eradication of the disease from Ceylon. The eggs of the worm will not hatch within the human host, but require to be deposited on moist, warm earth; climatic conditions in Ceylon and the habit of depositing the excreta on the ground are, therefore, most favourable to the spread of the disease. If all excrement is deposited in suitable latrines, the eggs will either not hatch, or if they do, the young worms will be unable to find their way to the surface

of the ground, in case the pit type of latrine is utilized. After the hookworm embryo has reached the infective stage, 2 to 5 days after hatching, it will, under favourable conditions, remain quiescent for 6 to 10 months, unless it has an opportunity to come in contact with the skin of a human victim, when it very quickly makes its way into the body. It does not require that a break in the skin be present, for it can and does penetrate the normal healthy skin in the great majority of instances. It is apparent, therefore, that the greatest factor in the prevention of the disease is the disposal of all human excreta in such a manner that it will not be deposited on the surface of the ground. This may only be accomplished by the use of proper latrines. *If every person in Ceylon would deposit the excreta in the right type of latrine, hookworm disease would very soon cease to be an economic factor, and the incidence of such diseases as enteric fever, diarrhœa, dysentery, and other intestinal diseases would be greatly diminished.* Government has at present a force of Sanitary Inspectors working in the Matale district for the purpose of instructing the people in the installation and maintenance of the approved types of latrines. They will, no doubt, be glad to give such instruction to those who may desire to do their share in the eradication of this scourge.

Other preventive measures consist of thoroughly washing the hands before eating or handling food, and in seeing that all servants do the same. Do *not* eat uncooked salads, etc., that may have been grown where infected excreta had been deposited. It is quite as important that the hands of the servants be free from infection as it is to eat only the proper kind of food. For example, food may be properly prepared and thoroughly cooked, but is allowed to cool before being served; in the meantime one of the servants, who has been careless and has not washed his hands after handling infected earth or other filth, takes up this food and inadvertently or purposely touches some part of it, with the result that it becomes as dangerous as if it had not been cooked. Then, again, it is important to know that the water-supply is above suspicion, for, although infection by means of drinking water is comparatively infrequent, it does occur.

Curative measures.—It is possible that a brief outline of the manner in which the work is carried on in the campaign may be of interest. A number of dispensers are employed, whose duty it is to compile a list of all the persons in their respective districts, in order that an accurate account may be kept of the treatments given each person; they then give each person a small tin container, with the request that they place a portion of the excreta in it; the next morning these tins are collected and sent to the laboratory at Matale, where a staff of microscopists is maintained for the purpose of examining each specimen with the aid of the microscope, the negative ones are then centrifuged, as it has been discovered that by this process something like 20 per cent of the specimens at first found negative are then found positive; these are the very lightly infected cases. A list of all positive cases is then sent back to the dispenser, who enters them in his treatment book and proceeds to treat them until cured. Oil of Chenopodium and Thymol are the two drugs used in the campaign; they are about equally efficient in the removal of hookworms, but the former is much more efficacious in the removal of round worms and other species of intestinal parasites. More than half the people examined have been found to harbour round worms, and as many as four different varieties have been found in one person. Two treatments are given, and then, after waiting for a period of 7 to 9 days, the excrement is re-examined, and if found positive, another treatment is administered; this procedure is followed until a cure is effected, except that the excrement is examined after each treatment subsequent to the second one. The reason for waiting for a period of one week after treatment before re-examination is that the effect of the drugs is to stop the unexpelled female worms from laying eggs for, in some instances, 3 to 5 days.

How can *you* assist in eradicating this dread disease ?

1. By building and using a proper type of latrine, and by influencing all of your friends to do the same.

2. By being examined and, if found infected, treated until cured, and by using your influence to persuade others to do the same.

3. By teaching those who are not familiar with the disease with regard to the effects produced as a result of infection, and the case with which it may be cured.

4. By instructing your servants in the proper methods of cleanliness and sanitation.

5. By using boiled water for domestic purposes, unless you are able to secure water from a city or other system which is known to be pure.

6. By looking upon and acting toward the person who deposits the excreta on the ground as a menace to your health and to that of your friends.

Let every person start a campaign of education along these lines, and when the disease is eliminated as an economic factor, the Island and people of Ceylon will be greatly enriched thereby.

JOHN E. SNODGRASS,

Matale, November 1, 1916. *Director, Anchylostomiasis Campaign, Ceylon.*

APPENDIX IX.

(*See paragraph* 67 *of Ceylon Report.*)

THIS INDENTURE made the day of , 190 , between
of the one part, and
Director of Public Works for the Island of Ceylon, of the other part, WITNESSETH:

THAT the said above-named parties of the first part hereby bind and oblige themselves respectively and individually, to serve the said
and his successors in the said Office of Director of Public Works, as
in the Establishment of
attached to his or their Department, within any part of the Island of Ceylon, for a period of three years, to be computed from the date of these Presents; and during the said period faithfully to obey and be subject to the orders and directions of the said or of his successors in the said Office of Director of Public Works, or of any Officer or other person duly authorized by him to act on his behalf.

IN CONSIDERATION WHEREOF the said
binds and obliges himself and his successors in the said Office of Director of Public Works during the said period, to pay or cause to be paid to each and every of the said parties of the first part the sum of Rupees
but it is hereby agreed, that in the event of either of the said parties absenting himself from work through sickness, he shall, while under treatment in hospital, only be entitled to receive one-half of the aforesaid rate of wages during the period of such absence; provided always that the said absence is not occasioned by any injuries or wounds sustained in the performance of any Government work under this Contract; in which case he shall nevertheless be entitled to full wages for three months, and at the expiration of that period, if it be found that he still continues unfit for work, then his case will be submitted to Government for special consideration. And it is further agreed, that any one of the aforesaid parties who shall absent himself from his duty without permission obtained from his Commanding Officer shall forfeit all claim to pay for the day or days he shall so absent himself, as well as claim to pay for the Sunday of the week in which he shall so have absented himself.

ALSO, for and during the said period, to procure and supply each and every of the said parties of the first part with the following articles of clothing yearly, to wit:—

PROVIDED ALWAYS, as it is hereby agreed by and between the said parties of their respective part, that in the event of any Government tools entrusted to the said parties of the first part, or any or either of them, being lost or injured, or if it is being found on inspection that any of the articles of clothing, to be furnished as aforesaid, are missing, then the said party or parties so having injured or lost any tools as aforesaid, or not producing at such inspection all the articles of clothing furnished to him or them as aforesaid, shall pay for the same at the price at which they shall have been valued when delivered to him or them. And failing payment, then that the said
shall be at liberty to retain and deduct the amount thereof from his or their wages.

And it is hereby agreed that this Agreement shall not be determinable until the expiration of the period specified as being his or their term of hire or service, except by the mutual consent of the contracting parties.

IN WITNESS WHEREOF the said parties have subscribed these Presents on the day of the year in the beginning hereof mentioned.

Signed and acknowledged
in the presence of }

Entries on the reverse.

We, witnesses to the within Indenture, do hereby certify that the within-named fully understand the terms thereof, and are desirous to fulfil the same.

APPENDICES TO PART II—MALAYA.

APPENDIX X.

(*See paragraph* 15 *of Malaya report.*)

Quarterly Return.

Return under section 153 of Federated Malay States Labour Code, 1912,* showing the number of Tamil labourers whose names are entered in the register of Tamil labourers kept by .

—	Number of names entered in register.	Total amount of payments to labourers.		Total number of days' work done		Total amount paid for overtime.	Remarks.
		On daily wages (excluding overtime).	On contract or piece-work.	On daily wages.	On contract or piece-work.		
Tamil labourers working on daily wages ..		$	$			$ c.	
Tamil labourers working on contract or piecework ..							

	Number of names entered in register.	Total number of days' work credited in register.	Remarks.
Tamil labourers working as squatters or on "tribute" †.			

* The form for the Colony and non-federated States is similar.
† This has reference to mining usage.

I hereby certify that the above is a correct summary of the entries in my register of Tamil labourers during the quarter ending ______________________________

Date 191 .

Employers.

Note.—The following rules determining what constitutes a day's work have been made by the Immigration Committee under section 160 (v) of the Labour Code:—

(1) In cases where a labourer works on daily wages, the work actually performed in respect of which he is credited in the register with one day's full wages shall constitute a day's work.

(2) In cases where a labourer is paid for overtime or work on contract or piecework a day's work shall be the amount of work performed for a total payment of 40 cents.

(3) In cases where a labourer is under an agreement, written or verbal, to pay a percentage to an employer on the value of the commodities produced or won by him on a place of employment, or to sell all such commodities to an employer, each calendar month for which he works shall be reckoned at 25 days' work; and if such a labourer works for less than a calendar month, the work performed on every day on which he is so employed shall be reckoned as five-sixths of a day's work.

APPENDIX XI (*a*).

(*See paragraph* 18 *of Malaya Report.*)

(Old Form.)

Issued by the Immigration Committee under the authority of the Governments of the Straits Settlements and Federated Malay States.

Kangany's licence to recruit labour for employment in the Straits Settlements, Federated Malay States, and the Protected States of Johore, Kedah and Kelantan.

No. of 19 .

, described hereunder, is hereby authorised to recruit labourers in the Madras Presidency of India for a period of from to for employment at on such work as is hereunder specified.

Labourers collected under the authority of this licence are not, except with the consent of the Committee's Agent in India, to be transferred to any other kangany or recruiter, nor are coolies collected under the authority of any other licence or by any person not holding a licence to be accepted by the holder of this licence without previous reference to the Committee's Agent. Any infringement of this regulation will render the licence liable to be cancelled.

Descriptive Roll of Kangany.

Kangany's name.	Father's name.	Age.	Nationality (caste).	Colour.	Height.		Distinguishing marks.	Village, taluk, district, and nearest railway station.	Number of labourers authorised to recruit.
					Feet.	Inches.			

Description of Work.

The kangany is to receive a recruiting commission of .

Employer.

Indian Immigration Office,
Penang,

Dated 19 .

Chairman, Immigration Committee, and
Superintendent of Immigrants,
Straits Settlements and Federated Malay States.

Terms of Employment.

The employer will pay to all labourers recruited under this authority wages at a rate not less than cents per day, or dollars per month, for adult males, nor less than cents per day, or dollars per month, for females. No deduction shall be made from the wages of any labourer on account of any expenses incurred by him or on his behalf before his arrival at the place of employment or on account of any assessment levied for the purpose of defraying such expenses.

Place
Date

Employer.

APPENDIX XI (*b*).

(*See paragraph* 18 *of Malaya Report.*)

(New form).

Issued by the Immigration Committee under the authority of the Governments of the Straits Settlements and Federated Malay States.

KANGANY'S LICENCE

To Recruit Labour for Employment in the Straits Settlements, Federated Malay States, and the Protected States of Johore, Kedah, Perlis and Kelantan.

No. of 19 .

Place of employment

District

State

Kangany's name

Employer's name

TERMS OF EMPLOYMENT.

The employer will pay to all labourers recruited under this authority wages at a rate not less than cents per day, or dollars per month, for adult males, nor less than cents per day, or dollars per month, for adult females. No deductions shall be made from the wages of any labourer on account of any expenses incurred by him or on his behalf, or advance made to him before his arrival at the place of employment or on account of any assessment levied for the purpose of defraying such expenses.

The kangany is to receive a recruiting commission of

Place

Date

Employer.

Signature of kangany,

or right thumb impression.

, described herein, is hereby authorized to recruit labourers in the district of for a period of

from to

for employment at

on such work as is hereunder specified.

DESCRIPTION OF WORK.

LABOUR OFFICE, PENANG,

19 .

Deputy Controller of Labour, F.M.S.,
Deputy Superintendent of Immigrants, S.S., and Secretary, Immigration Committee.

NOTE.—Labourers collected under the authority of this licence are not, except with the consent of the Committee's Agent in India, to be transferred to any other kangany or recruiter, nor are labourers collected under the authority of any other licence or by any person not holding a licence to be accepted by the holder of this licence without previous reference to the Committee's agent. Any infringement of this regulation will render the licence liable to be cancelled.

DESCRIPTIVE ROLL OF KANGANY

Licence No.

Name

Father's name

Caste

Age

Sex

Height

Marks

Village

Taluk

District

Post office

Railway station

Distance from village to station

Number of labourers

I hereby certify that the person here described has been actually employed by me as for a period of

Place

Date

Employer

APPENDIX XII.

(*See paragraph* 25 *of Malaya Report.*)

RULES FOR THE MAINTENANCE OF THE HOME FOR DECREPIT INDIANS, KUALA LUMPUR.

1. The Home is intended to be a free asylum for Indian labourers who by reason of age or other physical disability are unable to earn their own living.

2. The Home is to be managed by a Superintendent, nominated by the Indian Immigration Committee, subject to the approval of the Chief Secretary.

3. A roster of visitors will be nominated annually by the Indian Immigration Committee, and it will be the duty of two of the visitors on the roster to visit the Home on at least two occasions during each month of the year.

4. All applications for admission to the Home must be made in writing to the Superintendent, and must be accompanied by a full report on the case by a registered medical practitioner, certifying that the person for whom admission is requested is decrepit. The full name and address of the person making an application on behalf of a decrepit must also be given.

5. No decrepit must be sent to the Home until an order for admission has been received from the Superintendent.

6. The cost of sending decrepits to the Home must be borne by the persons by whom they are sent. No charge will be made for maintaining decrepit persons in the Home, but if it is found that within one month of admission an inmate is fit for discharge the following procedure will be adopted:—

(i) If in the opinion of the Superintendent such inmate is fit for such labour as he was formerly employed on, he will be given the option of returning to India or (subject to his former employer's consent) of returning to such former employer.

(ii) If in the opinion of the Superintendent such inmate is not fit for labour but is able to return to India and is desirous of doing so, he will be sent back to India.

(iii) In the above cases the cost of repatriation or of sending an inmate back to his former employer must be borne by such former employer.

7. If it is found necessary to detain a decrepit person in the Home for more than a month, and it is subsequently decided to repatriate him, the cost of repatriation will in such cases be borne by the State.

8. The Indian Immigration Committee may make by-laws not inconsistent with these rules or with the provisions of the Labour Code for the conduct and duties of officers and servants connected with the Home, for admission and discharge of patients, and as to their food and clothing, and otherwise generally for the management of the Home and control of the inmates of the Home and its officers.

KUALA LUMPUR,
22nd October 1913.

E. S. HOSE,
for *Indian Immigration Committee.*

APPENDIX XIII.

(See paragraph 26 of Malaya Report.)

Indian Immigration Fund, Straits Settlements and Federated Malay States.

(i) *Surplus and deficit account for six months ending 30th September* 1916.

Income.

	$	c.
Balance on 1st April 1916	735,371	97
Assessment	403,637	57
Interest on overdue assessment	40	48
Fines	78	56
Redemption fees	119	95
Registration account (receipts)	2,718	00
Interest on balances and fixed deposits ..	16,610	18
Miscellaneous receipts	18	32
Total ..	1,158,595	03

Expenditure.

	$	c.
Court fees	13	50
Passages of labourers	305,939	52
Railway fares under the trainage scheme ..	34,372	31
Depot and embarkation charges	36,762	76
Recruiting allowances	139,730	00
Registration account (payments)	627	99
Transport expenses of labourers to estates..	24,070	35
Quarantine expenses	69,854	29
Landing charges, Port Swettenham ..	1,035	00
Home for decrepit Indians	3,078	40
Miscellaneous payments	258	41
Loss on exchange	1,352	68
Balance on 30th September 1916	541,499	82
Total ..	1,158,595	03

(ii) *Balance sheet on 30th September* 1916.

Liabilities.

	$	c.	$	c.
Deposits			10,967	87
Sundry creditors :				
Quarantine expenses	5,289	56		
Recruiting allowances	3,550	00		
Trainage scheme, salaries of Inspectors in India	387	67		
Transport expenses of coolies to estates	4,534	20		
			13,761	43
Balance			541,499	82
Total ..			566,229	12

Assets.

	$	c.	$	c.
Bank balances :				
Penang	3,218	23		
Madras (Rs. 21,281-11-7) ..	12,195	83		
Negapatam (Rs. 31,034-13-0)	17,784	99		
Kuala Lumpur	4,941	65		
			38,140	70
Cash balances :				
Madras (Rs. 653-12-7) ..	374	66		
Negapatam (Rs. 1,493-8-9) ..	855	90		
Kuala Lumpur	25	00		
			1,255	56
Stock of clothing	..		2,802	39
Sundry debtors :				
Assessment due to 30th June 1916, on notices issued to 30th September 1916 ..	17,831	36		
Estimated assessment due to 30th June 1916, on notices not issued on 30th September 1916	5,997	00		
			23,828	36
Fixed deposits with the Chartered Bank, Penang	..		500,000	00
Deposit with Port Trust, Madras (Rs. 200)	..		114	61
Advance recoverable, a/c War Loan	..		87	50
Total ..			566,229	12

E. W. F. Gilman,
Deputy Controller of Labour, Penang.

I have examined the foregoing Surplus and Deficit Account and Balance Sheet with the books and vouchers of the Indian Immigration Fund, and I certify that they are in accordance therewith, and that the Balance Sheet is, in my opinion, properly drawn up so as to exhibit the true and correct position of the Fund as shown by the books on the 30th day of September 1916. The value of the stock of clothing is certified to by the Deputy Controller of Labour, Penang.

Labour Office, Penang,
26th October 1916.

C. B. Mills,
Revenue Auditor, Perak.

APPENDIX XIV.

(*See paragraph* 30 *of Malaya Report.*)

Form of Inspection Report by Officer of Labour Department.

Estate.

Incorporated in

Place of employment

Date of visit

Date of last inspection

Area

Nature and area of cultivation

Management

Muster

Labour force

Rate of wages

Books

Truck

Lines

Latrines

Water-supply

Treatment of sick

Sanitary regulations

Education

Drink

Offences

Orders

General

APPENDIX XV (*a*).

(*See paragraph* 35 *of Malaya Report.*)

STATEMENT of actual work and wages.

Perak (*North*).

Month.	Estate A.					Estate B.				
	Number of workers.	Days worked.	Average number of days worked.	Total wages.	Average wages earned.	Number of workers.	Number of days worked.	Average number of days worked.	Total wages.	Average wages earned.
January ..	489	12,233	*25·02*	4,263·50	*8·72*	1,286	26,605	*20·69*	9,892·60	*7·69*
February ..	494	11,547	*23·37*	4,025·80	*8·15*	1,287	25,067	*19·48*	9,344·97	*7·26*
March	496	11,859	*23·91*	4,132·20	*8·33*	1,332	26,632	*19·99*	9,905·89	*7·44*
April	502	10,718	*21·35*	3,724·20	*7·42*	1,328	27,362	*20·60*	10,333·33	*7·78*
May	510	11,731	*23·00*	4,042·60	*7·92*	1,316	28,786	*21·87*	10,613·20	*8·06*
June	520	12,612	*24·25*	4,319·35	*8·31*	1,342	27,729	*20·66*	10,267·21	*7·65*
July	519	12,217	*23·54*	4,222·95	*8·14*	1,470	29,175	*19·85*	10,565·78	*7·19*
August	510	12,763	*25·03*	4,380·25	*8·59*	1,549	32,254	*20·82*	11,814·12	*7 63*
September ..	501	12,173	*24·29*	4,187·85	*8·36*	1,599	30,132	*18·84*	11,322·90	*7·08*
Average ..	505	11,984	23·73	4,144·30	8·21	1,390	28,194	20·21	10,451·11	7·52

APPENDIX XV (*b*).

Statement of actual work and wages.

Province Wellesley.

Month.	Estate C.					Estate D.					Estate E.				
	Number of workers.	Number of days.	Average.	Wages.	Average.	Workers.	Days.	Average.	Wages.	Average.	Workers	Days.	Average.	Wages.	Average.
									RS.					RS.	
January	1,516	32,723	*21·58*	10,945·56	*7·22*	146	3,262	*22·34*	1,089·34	*7·46*	133	2,401	*18·05*	752·31	*5·66*
February	1,462	25,278	*17·28*	8,454·72	*5·78*	151	3,265	*21·62*	1,096·12	*7·26*	149	1,953	*13·11*	894·38	*6·00*
March	1,421	31,355	*22·07*	10,887·76	*7·66*	144	3,615	*25·10*	1,215·60	*8·44*	107	1,892	*17·68*	586·54	*5·48*
April	1,399	29,937	*21·40*	10,142·82	*7·25*	169	3,682	*21·79*	1,262·17	*7·47*	96	1,488	*15·50*	468·34	*4·88*
May	1,421	30,558	*21·50*	10,385·45	*7·31*	184	4,174	*22·68*	1,376·97	*7·48*	94	1,617	*17·20*	514·38	*5·47*
June	1,460	28,044	*19·21*	9,766·64	*6·69*	176	3,742	*21·26*	1,283·25	*7·29*	134	2,033	*15·17*	685·85	*5·12*
July	1,526	31,924	*20·92*	10,876·44	*7·13*	177	3,951	*22·32*	1,301·79	*7·35*	131	2,460	*18·78*	846·46	*6·46*
August	1,548	36,000	*23·26*	12,249·44	*7·91*	184	4,218	*22·92*	1,402·54	*7·62*	138	2,650	*19·20*	953·75	*6·91*
September	1,592	35,913	*22·56*	12,199·93	*7·69*	190	4,339	*22·84*	1,447·40	*7·62*	151	2,793	*18·50*	1,006·62	*6·67*
October	..	..	..	..	..	186	4,682	*25·17*	1,516·95	*8·16*	157	2,971	*18·92*	1,051·50	*6·70*
November	..	..	..	..	..	192	4,627	*24·10*	1,509·90	*7·86*	154	3,222	*20·92*	1,157·30	*7·51*
December	..	..	..	..	..	187	4,766	*25·49*	1,529·17	*8·18*	186	3,897	*20·95*	1,409·34	*7·58*
Average	1,483	31,304	21·11	10,656·51	7·13	174	4,027	23·14	1,335·93	7·68	136	2,448	18·00	860·56	6·33

APPENDIX XV (*c*).

Statement of actual work and wages.

Malacca.

Months.	Estate F.					Estate G.					Estate H.				
	Number of workers.	Total number of days worked.	Average number of days worked.	Total wages.	Average.	Number of workers.	Number of days.	Average.	Wages.	Average.	Number of workers.	Number of days.	Average.	Wages.	Average.
January	399	9,937	*24·90*	4,215·03	*10·56*	414	8,126	*19·63*	3,503·71	*8·46*	1,354	32,163	*23·75*	12,175·99	*8·99*
February	377	9,011	*23·90*	3,841·36	*10·19*	419	7,753	*18·50*	3,301·55	*7·88*	1,338	29,623	*22·14*	11,245·20	*8·40*
March	372	9,066	*24·37*	3,899·62	*10·48*	408	8,289	*20·31*	3,531·63	*8·66*	1,286	29,791	*23·16*	11,277·57	*8·77*
April	336	8,986	*26·74*	3,860·53	*11·49*	429	8,487	*19·78*	3,606·45	*8·41*	1,257	28,382	*22·58*	10,769·40	*8·57*
May	344	8,458	*24·59*	3,677·14	*10·69*	460	9,056	*19·69*	3,868·43	*8·41*	1,261	29,940	*23·75*	11,345·41	*9·00*
June	357	8,107	*22·71*	3,500·18	*9·80*	427	8,809	*20·63*	3,771·65	*8·83*	1,236	27,703	*22·41*	10,494·75	*8·49*
July	362	9,031	*24·95*	3,927·72	*10·85*	464	8,407	*18·12*	3,574·37	*7·70*	1,214	29,543	*24·34*	11,233·98	*9·25*
August	388	9,199	*23·71*	4,053·46	*10·45*	480	9,178	*19·12*	3,770·58	*7·86*	1,231	29,726	*24·15*	11,310·55	*9·19*
September	418	10,345	*24·75*	4,523·60	*10·82*	510	9,749	*19·10*	4,052·50	*7·95*	1,287	30,423	*23·64*	11,580·27	*9·00*
Average	373	9,127	24·47	3,944·29	10·57	446	8,649	18·94	3,664·54	8·19	1,274	29,700	23·31	11,270·35	8·85

APPENDIX XV (*d*).

Statement of actual work and wages.

Perak.

Name of estate.	Month	Labour force including children.	Average monthly wage.	Average number of days.
	1915.		DOLLARS.	
Hendra	November	195	9·16	23·5
Sungei Sungkai	Do.	118	7·67	18·6
Trolak Plantations	Do.	376	9·79	24·5
Cranethorpe	December	29	10·53	24·5
Chengai	Do.	248	9·39	23·4
Jelai	Do.	62	9·64	25·7
	1916.			
Tali Ayer	January	337	9·42	24
Hibernia	Do.	67	7·13	19
Yam Seng (Reserve)	Do.	373	9·22	25·2
Bedrock	February	59	7·59	18·5
Goodheart	Do.	178	11·06	27
Katoyang	Do.	141	8·07	22·8
Eng Joo	March	146	9·97	24·4
Bidor	Do.	574	8·83	23·6
Sungei Krian	Do.	852	7·24	17·8
Batu Matang	April	128	7·66	20·3
Flemington	Do.	139	7·31	19·2
Gloucester	Do.	228	9·81	23·5
Gedong Perak	May	347	8·64	22·6
Ratanui	Do.	246	8·68	22·2
Melentang	Do.	588	5·11	14
Lower Perak	June	246	9·04	21·9
Bruas	Do.	137	8·94	19·8
Sitiawan	Do.	624	9·12	23·5
Shanghai Klebang	July	64	10·98	26·9
Kong Huat	Do.	111	6·49	22
Semanggol	Do.	85	9·50	23
Lowin	August	64	13·26	27·5
Alpha-Bernam	Do.	23	9·93	21
Telok Anson	Do.	351	10·20	26·6
Pondok Tanjong	September	176	9·47	25
Sungei Kruit	Do.	500	8·27	20·5
Temerloh	Do.	50	7·28	19·7
Padang Gajah	October	59	5·87	16
Kamuning	Do.	1,159	12·06	25·7
Broadwater	Do.	49	9·45	21

APPENDIX XV (*e*).

STATEMENT OF ACTUAL WORK AND WAGES.

Negri Sembilan.

Name of estate.	Month.	Labour force including children.	Average monthly wage.	Average number of days.
	1915.		DOLLARS.	
Clovelly	December	45	7·29	19·3
Temiang, North	Do.	8	13·92	25
* Old Seramban..	Do.	92	6·04	17
	1916.			
Bradwall	January	131	8·00	19·5
Lubok China	Do.	300	9·52	23
Cairo	Do.	37	8 33	23·6
Sua Manggis	February	302	9·86	23·7
Ayer Angat	Do.	112	6·83	19·7
Tempin Linggi..	Do.	98	8·58	21·6
Sendayan	March	81	8·73	22
Jemima	Do.	182	9·54	24·5
Sua Betong	Do.	90	9·20	23·5
Gan Kee	April	236	9·06	22·7
Leigh	Do.	87	7·60	20·4
Sungei Salak	Do.	106	7·57	19·3
Chembong Pedas	May	99	9·27	22
See Kee	Do.	209	9·17	20·8
Crescent	Do.	10	8 10	18
Hill side	June	34	10·78	20·5
Ulu Sawah	Do.	122	9·44	23·6
Kirby	Do.	66	7·23	19·6
Sungei Mahang..	July	339	9·20	21·9
Sepang Valley	Do.	22	6·36	19·5
Sungei Gadut	Do.	103	7·66	20·6
Pantai	August	221	9·27	21
Linsum	Do.	575	8·91	23·5
Atherton..	Do.	238	8·35	20·7
Ainsdale	September	92	8·69	21·5
Pajam	Do.	520	10·20	26·5
Mantin	Do.	62	7·91	21
Repah	October	49	6·39	16 †
Regent	Do.	55	5·91	17 †
Vigornia..	Do.	49	8·45	18 †
Devon	November	12	7·35	81
Sungala	Do.	49	8·52	23
Lukut	Do.	263	10·12	26

* Also contracts. † Two days holiday for Deepavali.

APPENDIX XV (*f*).

STATEMENT OF ACTUAL WORK AND WAGES.

Selangor (*Klang*).

Name of estate.	Month.	Labour force including children.	Average monthly wage.	Average number of days.
	1915.		DOLLARS.	
Tanjong Duablas	December	138	7·16	24
Holmwood	Do.	276	6·39	20
Kempsey	Do.	256	6·79	21½
	1916.			
Padang Jawa	January	240	8·19	26
Blackwater	Do.	220	5·23	18
Batang Berjuntai	Do.	175	7·01	22·8
Glenmario	February	416	7·69	22·5
Pilmoor	Do.	266	7·90	24·7
New Lunderston	Do.	175	6·84	26·6
Sungei Puloh	March	415	5·97	19
Sungei Kapar	Do.	600	6·40	24
Golconda	Do.	276	7·33	24·6
Sungei Nibong	April	270	5·80	18·3
Brafferton	Do.	363	6·23	22·7
Merton	Do.	360	5·74	21·3
Ashbourne	May	105	7·23	22·2
Lambourne	Do.	69	5·92	20
Sungei Selangor	Do.	153	5·23	18·7
Telok	June	215	6·93	28
Uganda	Do.	98	9·36	28
Port Swettenham	Do.	86	7·06	23·4
Bukit Jelutong	July	345	6·87	21
Strathmore	Do.	240	6·35	22·3
Rantau Panjang	Do.	560	7·82	26
Kempsey	August	228	7·80	25
Rosevale	Do.	343	7·50	26·5
Riverside	Do.	704	7·45	25·4
Reading	September	174	6·21	22
Batu Unjor	Do.	527	6·95	25
Highlands and Lowlands	Do.	603	6·33	28
Seaview	October	80	6·15	25
Browncomet	Do.	244	5·72	16
Corner	Do.	115	7·71	21·5
Bukit Cheraka	November	1,081	6·90	25
Telok Piai	Do.	196	7·72	25
Lapan Utan	Do.	257	6·51	22

APPENDIX XV (*g*).

Statement of actual work and wages.

Selangor (Kuala Lumpur) and Pahang.

Name of estate.	Month.	Labour force including children.	Average monthly wage.	Average number of days.
	1915.		DOLLARS.	
New Amherst	December	162	7·52	22·5
Madingley	Do.	163	7·56	21·7
Sungei Tua	Do.	168	7·50	21·6
	1916.			
Musa Company	January	42	11·00	31·0
Batu Caves	Do.	582	7·30	22·7
Bujang	Do.	207	9·02	25·8
Kundang	February	467	8·78	25
Sungei Choh	Do.	415	7·81	20·6
West country	Do.	374	9·82	26·6
Kinrara	March	330	6·69	21·9
Wardieburn	Do.	593	8·79	24
Petaling	Do.	561	7·46	25
Kepong (old)	April	202	6·43	18
Lodbury	Do.	68	6·99	21·5
Bhutan	Do.	115	7·71	21·5
Experimental plantations	May	106	10·00	27 8
Benar	Do	56	10·24	24·5
F.M.S. Rubber Company, West Division	Do.	376	7·58	23
Dominion	June	297	9·18	23·5
Seaport	Do.	259	6 72	20
Batang Kali	Do.	400	7 31	20
Sin Mow Yon	July	35	11·11	31
* Karak	Do.	204	15·72	23·3
* Shanghai Pahang	Do.	189	10·42	22
Castlefield	August	812	7·50	23
Jin Jang	Do.	152	8 78	25·3
Tanjong Malim Rubber Company	Do.	1,306	8·05	22·6
* Gali	September	163	11·12	21·4
* Kuala Tombiling plantation	Do.	183	8·90	21
Broome	Do.	250	11·34	29·5
Bukit Kepong	October	142	6·76	22
Hawthornden	Do.	47	8·21	23
Belmont	Do.	228	8·22	21
Sungei Rinching	November	62	5·30	15·7
Glengowrie	Do.	137	6·47	17·5
Edinburgh	Do.	270	9·48	24·7

* Estates in Pahang.

APPENDIX XVI (*a*).

(*See paragraph* 37 *of Malaya Report.*)

FEDERATED MALAY STATES.

Cases under the Labour Code, 1912, *for the year* 1915.

—	Section in Labour Code, 1912.	Number of cases. Convictions obtained.	Withdrawn.	Dismissed.	Total number of cases.	Number of defendants.	Persons convicted. Number of persons sentenced.	Number of persons cautioned only.	Total number of persons convicted.
I.—Offences by employers.									
Failing to register locally-engaged labourers	66 (ii)	..	2	..	2	2	..	..	..
Failing to exhibit a translation of the Chinese Labour Laws	127 (iv)	1	..	..	1	1	1	..	1
Establishing an estate shop contrary to provisions of section 146.	146 (ii)	..	1	1	2	2	..	..	..
Failing to send in quarterly returns under section 153.	163 (*d*)	3	..	..	3	3	3	..	3
Failing to send sick labourer on mine to hospital ..	184 (ii)	2	..	..	2	2	2	..	2
Failing to provide proper house accommodation ..	190 (ii)	1	..	..	1	1	1	..	1
Failing to send sick labourer on estate to hospital ..	205	2	..	..	2	6	6	..	6
Permitting labourers to reside in an unhealthy locality.	220	..	1	..	1	1	..	..	..
Separating a labourer from his family	223	..	..	1	1	1	..	..	..
Molesting a labourer	224	4	..	1	5	14	13	..	13
Crimping	225 (*a*)	58	1	43	102	117	59	1	60
Employing without inquiry an absconded labourer ..	225 (*b*)	1	..	6	7	7	1	..	1
Wrongful dismissal of a labourer	226 (*a*)	..	..	1	1	1	..	..	..
Wrongful detention of a labourer	226 (*b*)	..	..	2	2	2	..	..	..
Failing to pay wages in time required by law ..	228	14	..	2	16	17	15	..	15
Total ..	..	86	5	57	148	177	101	1	102
II.—Offences by labourers.									
Absconding from a depot	13	1	..	..	1	2	2	..	2
Absconding from employment by a domestic servant.	129 (*a*)	8	1	1	10	10	5	3	8
Neglecting sanitary regulations or refusing to go to hospital.	214 (ii)	2	..	..	2	2	2	..	2
Neglecting to fulfil contract or turn out to work ..	229 (*a*)	30	1	1	32	34	23	9	32
Neglecting to finish work	229 (*b*)	1	..	1	2	2	1	..	1
Being guilty of gross neglect, disobedience, insolence, etc.	229 (*c*)	32	..	2	34	37	32	2	34
Absconding from employment by a labourer	229 (*d*)	851	30	83	964	1,383	980	178	1,158
Breaking agreement in conjunction with others ..	230	..	..	1	1	1	..	..	..
Neglecting to do twenty days' work in any one month.	231	7	..	..	7	14	11	1	12
Disobedience to lawful orders and refusal to work ..	232	6	..	1	7	7	4	2	6
Absence from work	234	2	..	..	2	2	2	..	2
Total ..	..	940	3	90	1,062	1,494	1,062	195	1,257
Grand total ..	..	1,026	37	147	1,210	1,671	1,163	196	1,359

APPENDIX XVI (*b*).

FEDERATED MALAY STATES.

First half of the year 1916.

—	Section of Labour Code, 1912.	Number of cases.			Total number of cases.	Number of defendants.	Persons convicted.		Total number of persons convicted.
		Convictions obtained.	Withdrawn.	Dismissed.			Number of persons sentenced.	Number of persons cautioned only.	
I.—Offences by employers.									
Failing to register locally-engaged labourers	66 (*ii*)	5	..	1	6	6	5	..	5
Failing to send in returns under section 153	163 (*d*)	1	..	..	1	1	1	..	1
Failing to send sick labourer on estate to hospital ..	205	4	..	1	5	5	4	..	4
Neglecting to carry out order of Medical officer ..	216	..	..	1	1	1	..	..	..
Molesting a labourer	224	1	..	3	4	3	1	..	1
Crimping	225 (*a*)	37	3	22	62	62	37	..	37
Employing without inquiry an absconded labourer ..	225 (*b*)	3	..	..	3	3	3	..	3
Failing to pay wages in time required by law ..	228	4	..	1	5	5	4	..	4
Total ..	..	55	3	29	87	86	55	..	55
II.—Offences by labourers.									
Giving of false information by locally-engaged labourer.	66 (*iv*)	5	..	..	5	11	11	..	11
Absconding by a domestic servant	129 (*a*)	1	..	1	2	2	..	1	1
Labourer refusing to go to hospital or neglecting sanitary rules.	214 (*ii*)	2	..	..	2	2	..	2	2
Neglecting to fulfil contract or turn out to work ..	229 (*a*)	6	..	..	6	9	6	3	9
Neglecting to finish work	229 (*b*)	1	..	1	2	6	1	1	2
Being guilty of gross neglect, disobedience, insolence, etc.	229 (*c*)	20	..	1	21	24	22	1	23
Absconding from employment by a labourer	229 (*d*)	639	25	58	722	944	663	172	835
Breaking agreement in conjunction with others ..	230	3	..	2	5	5	3	..	3
Neglecting to do twenty days' work in any one month.	231	2	1	2	5	7	2	..	2
Disobedience to lawful orders and refusal to work ..	232	2	..	..	2	7	7	..	7
Being absent from work	234	2	..	..	2	2	1	1	2
General penalty	240	1	..	..	1	1	1	..	1
Total ..	..	684	26	65	775	1,020	717	181	898
Grand total ..	..	739	29	94	862	1,106	772	181	953

APPENDIX XVII (*a*).

(*See paragraph* 37 *of Malaya Report.*)

RETURN of cases under Ordinance I of 1882, Ordinance XXI of 1896 and Parts IX and X of Ordinance VI of 1904 decided in the Magistrate's Court at Nibong Tebal during the half-year ending 30th June 1916.

Number of cases in chronological order.	Number and sex of persons accused.	Nationality of accused.	Section of Ordinance.	Result of prosecution.
7	1 male ..	Tamil ..	Section 14 of 1 of 1882.	Cautioned and discharged
8	4 males and 3 females.	Do. .	Do.	Cautioned and discharged. Each to pay $4·77 compensation and return to estate.
12	1 male ..	Do. ..	Do.	Ordered to return to the employer and complete agreement.
45	Do.	Do. ..	Do.	Cautioned and discharged.
61	Do.	Do. ..	Do.	I. To pay $ 4·70 compensation. II. To pay $ 10 compensation to complainant ; in default 21 days' rigorous imprisonment.
80	Do.	Do. ..	Do.	To sign a bond for 6 months $ 15. One surety to come up for judgment if called upon in the nature to keep the peace and be of good behaviour.
81	Do.	Do. ..	Do.	To return to estate and pay $ 5 to the employer which can be cut out of wages.
105	4 males ..	Do. .	Do.	$ 1 to be withheld from the wages of each ; to return to the estate.
112	1 male ..	Do. .	Do.	$ 5 to be withheld from wages.
114	Do. ..	Do. ..	Do.	$ 6 wages to be withheld.
136	5 males ..	Do. ..	Do.	Fined $ 1 each. To pay $ 1 compensation to Kee Tek Kow.
145	1 male ..	Do. .	Do.	Discharged.
153	Do. ..	Do. ..	Do.	To be withheld from future wages.
175	Do. .	Do. ..	Do.	$ 10 to be withheld from wages.
184	2 males and 1 female.	Do. ..	Do.	Nos. 1 and 2 to pay $ 10 to the estate by way of compensation. No. 3 discharged.
191	2 males ..	Do. .	Do.	$ 10 to be withheld from the future wages of No. 1. No. 2 discharged.
199	1 male ..	Do. ..	Do.	Wages due to be withheld and $ 5 compensation or 7 days simple imprisonment.
217	1 male and 1 female.	Do. ..	Do.	$ 5 to be withheld from the wages of each for the estate.

APPENDIX XVII (*b*).

RETURN of cases under Ordinance I of 1882, Ordinance XXI of 1896 and Parts IX and X of Ordinance VI of 1904, decided in the Magistrate's Court at Lumut, Dindings, during the first half-year ending 30th June 1916.

Number of cases in chronological order.	Number and Sex of persons accused.	Nationality of accused.	Section of Ordinance.	Result of prosecution.
A.C. 29 ..	1 male .	Tamil ..	Section 15 of XXI of 1896.	Fined dollars 50 or two months' rigorous imprisonment.
,, 33 ..	1 ,, ..	,, ..	11 and 14 of 1 of 1882.	Discharged.
,, 81 ..	1 ,, .	,, ..	11 (3) of I of 1882..	Fined dollars 20 or one month's imprisonment.

APPENDIX XVIII.

(*See paragraph* 43 *of Malaya Report.*)

Supplement to the Federated Malay States Government Gazette of Friday, the 8th of December 1916.

Tuesday, 12*th December* 1916.

The following notifications are, by direction of the Chief Secretary to Government, published for general information.

M. S. H. McArthur,
Under Secretary, F.M.S.

THE LABOUR CODE, 1912.

No. 3904.—In pursuance of the powers vested in him by sections 5, 75, 199 and 258 of "The Labour Code, 1912," the Chief Secretary to Government hereby makes the following rules under the said Enactment in substitution for the rules published in Notification No. 3147 in the *Gazette* of the 6th December 1912, which are hereby cancelled :

1. "Controller" means the Controller of Labour appointed under section 5 of the Enactment and, subject to the limitations which may from time to time be prescribed under the said section, includes Deputy Controllers of Labour and Assistant Controllers of Labour appointed under the said section.

"Depôt" means a depôt established under section 8 of the Enactment.

"The Enactment" means "The Labour Code, 1912."

"Medical Officer" has the meaning assigned to that expression by the Enactment.

In rules 11 to 36 inclusive "hospital" means an estate hospital.

"Dresser" means a person who has a certificate as a hospital assistant from the Medical School, Singapore, or as a dresser in the Federated Malay States Medical Department, or a certificate from a Health Officer to the effect that he holds qualifications similar to the above.

2. Port Swettenham is prescribed to be a port at which all classes of immigrant ships may call.

3. No person shall communicate or attempt to communicate with a tongkang or lighter in which immigrants are being disembarked under the provisions of Part II of "The Labour Code, 1912," or with the immigrants who are being conveyed therein.

4. The depôts shall be used primarily for the accommodation of immigrants who have received a free passage from India provided from the Indian Immigration Fund.

5. No person shall without the written permission of the Controllor enter or attempt to enter a depôt or communicate or attempt to communicate with any immigrant detained therein.

6. Any immigrant detained in a depôt who shall be found to be suffering from any infectious or contagious disease may be sent to a hospital or quarantine station.

7. Any employer, or any person acting on behalf of an employer, who removes any immigrant from a depôt shall if so required by the officer in charge of the depôt sign at the time of such removal an acknowledgment that such an immigrant has been so removed.

8. The Controller may refuse to re-admit to a depôt any immigrant who has been removed therefrom by an employer or by any person acting on behalf of an employer.

9. Immigrants detained in a depôt will be provided with food. No immigrant will be permitted to bring food into a depôt.

House Accommodation.

10. House accommodation shall not be deemed to fulfil reasonable sanitary requirements if each married couple is not provided with a separate room nor if more than three adults are accommodated in a standard room of which the floor measures 10 feet by 10 feet.

Hospital Accommodation.

11. New hospitals shall be erected in open clearings as far removed as possible from jungle and swamps. A space of not less than 200 feet all round all hospitals shall be kept clear of jungle. No cultivation of any kind shall be permitted within 200 feet of a hospital if such cultivation would, in the opinion of the Medical Officer, interfere with the ventilation or general sanitary condition of such hospital.

12. The accommodation for the number of patients for which accommodation is from time to time required by order of the Controller to be made shall be in a proportion of not less than three beds for every 200 labourers employed on the estate, exclusive of the provision required to be made under rule 14, and may be in such higher proportion, not exceeding eight beds for every 100 labourers, as the Controller shall direct, and shall, unless the sanction of the Controller is obtained to the contrary, consist of buildings of a permanent character.

13. Separate accommodation to the satisfaction of the Medical Officer shall be provided for females, and separate accommodation shall also be provided if the Controller so directs for patients of any particular nationality or race.

14. A separate additional ward or wards shall be kept for use in special cases (e.g., for dysentery and diarrhœa cases); each such separate ward shall be not less than 22 feet wide and shall provide accommodation to the extent of one bed for every 100 labourers employed on the estate.

15. Unless special sanction in writing from the Controller has been obtained wards must be constructed in accordance with approved type plans, copies of which may be obtained from the Medical Officer.

16. A bed shall be provided for each patient, and the minimum superficial area allowed for each bed in ordinary wards shall be 60 square feet. In the wards for use in special cases it shall be 90 square feet.

17. A kitchen, bathing tanks, latrines and a mortuary shall be erected for each hospital under separate roofs at a suitable distance from the wards and from one another. None of these buildings shall be constructed except in accordance with a plan approved by the Medical Officer.

18. A suitable dispensary shall be provided at each hospital to the satisfaction of the Medical Officer.

19. The beds for the patients shall consist of three separate hardwood planks, each ten inches wide, and of uniform thickness, resting on iron trestles.

Equipment.

20. Mosquito curtains of a type approved by the Medical Officer shall be provided in the proportion of three for every two beds.

21. Two suits of hospital clothing and one pillow shall be provided for every bed and blankets in the proportion of three for every two beds.

22. Bed pans and other utensils shall be provided for the use of patients unable to leave their wards.

Enamelled iron chamber pots with covers shall be provided for all diarrhœa and dysentery cases. The excreta of all such cases shall be disinfected before being disposed of.

23. All articles of equipment shall be cleansed as often as may be necessary—and those used in the wards for use in special cases shall not be used in the ordinary wards.

Diets, Medicines, Instruments, etc.

24. The scales of diets shall be those set out in schedule A attached *, but extra articles of diet and medical comforts shall be provided as ordered by the visiting medical practitioner or by the person in charge of the hospital. Copies of the scales of diets in English, Tamil, Malay and Chinese shall be hung up in each ward.

25. There shall be kept in stock in each hospital the medicines and preparations specified in schedule B hereto, to the amounts mentioned in the said schedule, with the necessary apparatus for compounding and dispensing, and such other medicines and preparations as may be specially ordered by the medical practitioner or dresser in charge of the hospital or by the Medical Officer.

26. For the purpose of satisfying himself that food and drugs are sound and of good quality the Medical Officer may from time to time without payment take samples of any food or drug for analysis.

27. The following instruments and appliances shall also be provided in each hospital, namely :—

One pocket case of surgical instruments ;
One Higginson's enema syringe ;
One rubber stomach tube and funnel ;
Three catheters, sizes 1, 3 and 9, or 2, 4 and 8 ;
Three clinical thermometers ;
One hypodermic syringe ;
A sufficiency of surgical dressings ;
Two bed pans ;

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* Not printed.

A microscope of a type approved by the Medical Officer if ordered by him;
Such other instruments and appliances as may be specially ordered by the Medical Officer with the approval of the Controller.

SUBORDINATE STAFF.

28. The number of resident dressers shall be not less than one for every 36 patients or less for whom there is accommodation and the number of attendants (male and female) shall be such as the Medical Officer, subject to the approval of the Controller, may require. Cooks, dhobies and scavengers shall be employed in such numbers as the Medical Officer considers necessary according to the number of patients in hospital. Resident dressers shall not be allowed to visit estates other than the estate on which the hospital is situated except in case of emergency.

MANAGEMENT.

29. The registered medical practitioner mentioned in section 202 of the enactment or dresser in charge, as the case may be, shall live in the immediate vicinity of his hospital; he shall, subject to the supervision of the private medical practitioner mentioned in section 206, have the immediate care of all hospital patients and shall see that all treatment ordered is carried out. The hospital staff shall, for the performance of their duties, be under his direction and he shall report any neglect of duty on their part to the private medical practitioner and to the resident manager of the estate.

30. The registered medical practitioner or the dresser in charge, as the case may be, shall see that his hospital is kept clean and in order and that any directions of the private medical practitioner or the Medical Officer with regard to these points are carried out. Each ward shall be swept twice a day and the floor washed at least once a week. Latrines shall be cleaned daily and their contents buried or otherwise disposed of to the satisfaction of the Medical Officer.

31. The registered medical practitioner or the dresser in charge, as the case may be, shall see that the supply of medicines is kept up and that poisons are kept under lock and key and that the instruments and general equipment of his hospital are kept in order; he shall keep the nominal registers and any other hospital books; he shall also indent for the hospital diets, according to the authorized scales, in sufficient numbers, as well as for any extra articles of diet that may be necessary and shall report to the private medical practitioner or to the resident manager any delay in the supply of such diets and extras.

32. An attendance register of the staff shall be kept in every hospital.

33. An in-patient register shall be kept. In-patient registers, temperature charts and treatment sheets shall be in the forms used in Government hospitals. Separate records shall be kept of out-patients treated, giving number of out-patients treated daily, date, name, disease, and whether the patient is at work or not.

34. Monthly and annual returns shall be furnished to the Medical Officer in the form in schedule C, whether an estate has its own hospital or not. The return for each month shall reach the Medical Officer not later than the 10th of the following month and the annual return not later than the 20th of January.

35. There shall be kept in every hospital a visitors' book in which the Medical Officer and the visiting medical practitioner shall, and any other inspecting officer may, record his visits and any remarks regarding the management of the hospital.

36. Every employer shall forthwith, after receipt of a notice in writing from the Medical Officer notifying him that any of the above rules has not been or is not being complied with in any particular specified in such notice, take such steps as may be necessary to secure that the rule is thereafter complied with.

LATRINE ACCOMMODATION, ETC.

37. On every estate there shall be sufficient sanitary accommodation provided to the satisfaction of the Medical Officer for all persons residing or employed thereon.

38. Pit, trench or other latrines shall be constructed on every estate for the use of all labourers employed on the estate.

39. No pit, trench or other latrine shall be constructed in any such position as shall, in the opinion of the Medical Officer, cause it to be likely to become a nuisance or dangerous to the health of persons residing or employed in the vicinity.

40. A sufficient supply of disinfectants, dry earth or lime shall always be available for the purpose of keeping all latrines in a sanitary condition.

Schedule B.

List of Medicines.

Carbolic acid (pure).	1 lb.	Quinine	2 lb.	Common liniment ..	2 lb.
Dilute sulphuric acid.	1 „	Santonine	1 oz.	Prepared chalk ..	$\frac{1}{2}$ „
Nitrate of silver (lunar caustic) ..	1 oz.	Tincture of asafœtida	8 „	Sulphur	1 „
Sulphate of copper (blue stone) ..	8 oz.	„ catechu ..	1 lb.	Calomel	1 oz.
Resin plaster ..	3 lb.	„ iron (steel drop) ..	1 „	Ipecacuanha powder.	8 „
Lint	2 „	„ iodine ..	1 „	Vaseline	10 lb.
Blistering fluid ..	8 oz.	„ kino ..	1 „	Boracic acid ..	1 „
Sulphate of magnesia (Epsom salt) ..	2 lb.	„ opium ..	8 oz.	Tannic „ ..	4 oz.
Extract of opium ..	1 oz.	„ ginger ..	8 „	Ammon. carb ..	2 lb.
Castor oil	2 qts.	Jeyes' or other purifier	10 gals.	Hydrarg. perchlorid.	2 oz.
Oil of peppermint ..	1 oz.	Goa powder ..	8 oz.	Liq. arsenicalis ..	8 „
Compound jalap powder	1 lb.	Spirit of nitrous æther	1 lb.	Chloroform	1 lb.
Dover's powder ..	8 oz.	Zinc sulphate ..	4 oz.	Liq. ammon. acetatis.	2 „
Iodide of potassium.	8 „	Lead acetate ..	4 „	Phenacetin ..	1 oz.
Iodoform	8 „	Wine of ipecacuanha.	8 „	Beta-naphthol ..	8 „
		Nitrate of potash ..	8 „	Eucalyptus oil ..	8 „
				Liq. strychnine ..	$\frac{1}{2}$ „
				Æther, pure ..	8 „

Schedule C.

I.—Return of sick for the $\frac{\text{year}}{\text{month}}$ 19 . Estate or Estate Hospital at .

Diseases.	Remained from previous month.	Admitted.	Total treated.	Discharged.	Transferred.	Absconded.	Died.	Remaining.	Remarks.
Dysentery									
Diarrhœa									
Anchylostomiasis ..									
Malaria									
Anæmia									
Beri-beri									
Phthisis									
Pneumonia									
Syphilis									
Gonorrhœa									
Ulcer									
Abscess									
Wound									
Ophthalmia									
Other diseases									
.. ..									
.. ..									
.. ..									
Total ..									

II. $\frac{\text{Yearly}}{\text{Monthly}}$ summary of admissions, deaths and labour force of each estate served by the above hospital.

Name of estate.	Nationality.	Admissions.	Deaths amongst labour force only. In hospital.	Deaths amongst labour force only. Outside hospital.	Labour force of each nationality.
	Malays				
	Indians				
	Chinese				
	Javanese				
	Japanese				
	Others				

Date 19 .

Registered Medical Practitioner or
Dresser in Charge.

APPENDIX XIX.

(*See paragraph* 11 *of Malaya Report.*)

Extract from Part III of the Report of the Commissioners of Enquiry into the state of labour in the Straits Settlements and Protected Native States, 1891.

227. Indian emigration to the Malay Peninsula dates from the commencement of the present century, and originated in, or was developed by, the demand for labour which grew up simultaneously with the establishment of British power on the eastern side of the Bay of Bengal. Although, under Indian rule, our political relations brought us more into connection with Bengal, yet, the garrison being supplied from Madras, we had a closer connection with that Presidency. Numbers of camp followers were constantly arriving amongst us, and thus there has been a constant stream of intercourse between the Straits and Southern India.

228. It was a purely voluntary movement on the part of the people, stimulated by their own interests and wishes; it was not assisted by any law, neither was it impeded by any law till the year 1857. In that year, however, and again in the year 1859, Acts were passed for the regulation of passenger traffic in the Bay of Bengal, cases of overcrowding in the Native ships engaged in it having come to light. The effect was to increase the expense of the voyage and lessen the number of emigrants, and to meet the change, there sprang up a system of assisted emigration. The larger employers of labourers sent over agents to India to engage and advance money to persons willing to emigrate but too poor to pay the cost of the passage themselves, and it also became customary for ship-owners, merchants and others to recruit and carry over labourers either on commission from employers or as a speculation, the expenses in such cases being defrayed either by the employer of the cooly or by the cooly himself from his wages.

229. The modified form of emigration continued unnoticed till 1870, although by an accident of legislation it had been rendered illegal by the passing of the Indian Emigration Act, XIII of 1864. At that time and for three years later the Straits Settlements were part of British India, but the term "British India" was so defined in the Act of 1864, as to exclude the Straits, and the result was that the Straits were placed in the same position in regard to emigration from India as the West Indian Colonies. In other words, it became unlawful to engage any Native in India for services in the Straits, or to assist him to emigrate for that purpose until the issue of a notification by the Government of India authorizing such emigration, and then only subject to all the precautions imposed on emigration to the distant Colonies of America. These provisions of the Act of 1864 remained, however, dormant and probably unknown for six years. It was in 1870 that a Madras Magistrate believing that a system of kidnapping Indian peasants for the Penang market had been set on foot, drew public attention to the state of the law, and actually commenced some prosecutions for penalties.

230. The subject came under the notice of the Supreme Government, and the Government of Madras was asked for a report. Mr. Stokes, the Sub-Collector of Tanjore, then made enquiries, and he sent in a very able and careful report to the effect that the supposed system of kidnapping did not exist, and that the system which did exist worked with a large preponderance of benefit to the Indian population.

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231. At first the Government of Madras declined to permit the continuance of emigration unless legalized and subject to all the checks and safeguards imposed by the law in force; indeed no other course was open as the law then stood.

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232. At length, on very urgent representations of the injury to the agricultural industries of the colony caused by the check to emigration, an Act (XIV of 1872) was passed enabling the Governor-General in Council to issue a notification exempting emigration to, or contracts for labour to be performed in, the Straits Settlements from all or any of the provisions of the Emigration Act, 1871 (which had meanwhile superseded Act XIII of 1864). On the 6th June 1872 a notification was accordingly issued exempting such emigration and such contracts from all the provisions of the Act of 1871. At the same time the Government of India signified its approval of the following conditions, which the Madras Government had proposed by telegraph to the Straits Government, and which the latter had agreed to adopt:—

"All restrictions on coolies proceeding from Negapatam to the Straits will be removed for the present, planters' agents to bring coolies intending to proceed to the Straits before Magistrate at Negapatam, and state all particulars as to repayments of cost of passage, money advances, diet during voyage, wages in Straits Settlements, nature of work, duration of engagement, return passage. Magistrate will enter these particulars in a register, copy of which will be sent to the Colonial Secretary, to be reduced in individual case into a contract on arrival. Magistrate will ascertain that coolies go willingly and with full knowledge of condition. Magistrate will protect natives from crimping, and prevent desertion of families; passages will be under Indian Passengers Act."

233. "The detailed arrangements for giving effect to these arrangements were left to the future; they took four years to perfect and eventually made their appearance as Ordinance I of 1876 in the Straits and Act V of 1877 in India."